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ABSTRACT

Prepared as part of a project to help managers and supervisors develop practical, up-to-date managerial skills in a relatively short time, this instructional workbook provides information and exercises applicable to on-the-job situations encountered by public administrators. Unit I focuses on leadership, management theories, time and stress management, and problem solving. Unit II offers information related to accountability; planning; analytical and investigative skills; policy formulation, activation, and evaluation; labor regulations affecting public administrators; and labor agreements. After Unit III covers communication, management techniques, committees, public relations, conflict management, and motivation, Unit IV suggests personnel techniques and discusses personnel management and staff development. Six additional topics are covered in the final unit: economics, budgeting, grantsmanship, physical facilities, computer technology, and leisure management. Each unit provides: (1) a statement of overall unit objectives; (2) specific objectives for each topic; (3) suggested instructor and participant activities; (4) a list of instructional materials included; (5) a list of references; (6) information sheets defining terms, presenting the topics, and recommending activities and strategies for use in class and on the job; (7) transparency masters; (8) strategies for use on the job; (7) transparency masters; (8) assignment sheets; and (9) a review test. (AYC)

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Project TEAMS

Techniques and Education for Achieving Management Skills

Public Administrators

Unit I - Executive Directions
Unit II - They're Counting on You
Unit III - In's and Out's of Communications
Unit IV - Your Personnel Assets
Unit V - Through the Mill

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March, 1980

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Platte Technical Community College

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Project TEAMS

Professional growth is part of the challenge -- and the satisfaction -- of being a manager or supervisor. Practical experience and traditional education both can plan important roles in developing management skills. Project TEAMS (Techniques and Education for Achieving Management Skills) combines the best elements of both by relating theory directly to practice.

Platte Technical College developed Project TEAMS to meet a growing need for continuing education by managers and supervisors. Because the project's goal is to develop practical, up-to-date management skills in a relatively short time, we asked managers and supervisors to identify the topics which should be covered.

Advisory committees were formed representing each of four management sectors: business and industry, health care administration, private business (owner-managers), and public administration (city, county, education, non-profit organizations). Committee members represented the following Nebraska communities: Albion, Clarkson, Columbus, David City, Fullerton, Grand Island, Humphrey, Lindsay, Monroe, Norfolk, Osceola, Rising City, and Schuyler. Each committee identified and ranked, according to priority, the 25 managerial tasks most important in their profession. A separate course was developed for each of the four sectors after analysis of the identified tasks. Each course entails about 20 classroom hours of instruction. A fifth course, entailing 12 hours of instruction, was developed covering topics identified as important to all four areas of management.

These courses can be offered to either groups or individuals on-campus or in off-campus sites. Students can concentrate on those skills most important to them, and assignments generally can be applied to on-the-job situations.

Project Funding

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Project TEAMS Courses

Business and Industrial Supervisors Course

Health Care Administrators Course

Independent Business Owner-Managers Course

Public Administrators Course

General Course: Achievement Management Skills

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

UNIT OBJECTIVES

This unit will give the public administrator an opportunity to increase management skills in regard to leadership, management theories, time management, stress management, and problem-solving. In studying these topics, specific techniques for each will be presented as well as opportunities to participate in actual practice activities.

SPECIFIC OBJECTIVES

Upon completion of this unit, the participant should be able to:

1. Match definitions with the following terms: decision-making, leadership, problem-solving, stress, time management.
2. Discuss three factors contributing to the effectiveness of a leader.
3. List seven personal traits often possessed by leaders.
4. List the four basic managerial functions and three characteristics of a bureaucracy and of an adhocracy.
5. Compare and contrast the management theories of the leadership continuum, the managerial grid, McGregor's Theory X and Theory Y, and management by objectives.
6. List ten common time wasters and the four questions with which to analyze time wasters.
7. Discuss two planning techniques for using time more effectively.
8. Discuss two organizational techniques for using time more effectively.
9. List five common causes of stress and three personality characteristics of the Type A personality and of the Type B personality.
10. Discuss five steps for controlling stress.
11. Demonstrate the ability to use problem-solving and decision-making processes by finding a solution to a given problem.

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

SUGGESTED ACTIVITIES

I. Instructor:

A. Provide participants with objective sheet.
B. Provide participants with information and assignment sheets.
C. Discuss objectives.
D. Discuss information and assignment sheets.
E. Discuss review sheets.

II. Participants:

A. Read objectives.
B. Study information sheets.
C. Complete assignment sheets.
D. Check that objectives can be achieved.
E. Complete and check review sheets.

INSTRUCTIONAL MATERIALS

I. Included in this unit:

A. Objectives
B. Information sheets
C. Transparency masters:

1. Leadership continnum
2. Managerial grid
3. Theory X and Theory Y
4. Management by objectives
5. Daily time log
6. Problem-solving process

D. Assignment sheets:

1. Leadership effectiveness factors
2. Theory X and Theory Y
3. Daily time log
4. Stress test
5. Problem-solving and decision-making practice

E. Review sheets

II. References:

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REFERENCE CODE:

A--leadership
B--management theories
C--time management
D--stress management
E--problem-solving

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

INFORMATION SHEET

I. Terms and definitions:

A. Decision-making--The selection of one course of action from two or more alternate courses of action.
B. Leadership--The process by which one person, the leader, influences others to work together toward attainment of a desired goal.
C. Problem-solving--A process undertaken by an individual in order to resolve tensions created by a situation that thwarts the course of activity.
D. Stress--Tension as a reaction to pressure; can be constructive (as a spur to achievement) or destructive (as a contributor to physical and mental breakdown).
E. Time management--The effective utilization of the resource called "time" so that managerial productivity is enhanced.

II. Factors contributing to the effectiveness of a leader:

A. The power associated with the position of leadership. The leader's power may be based on such features as coercion, rewards, special skills, or popularity. High power leaders have an initial advantage in gaining group cooperation.
B. The structure of the task to be accomplished. Structure is based on ease in definition and communication of the goal and ease of measurement of successful accomplishment of the task. For example, product assembly would be regarded as a highly structured task since the goal (a properly assembled product) can be easily communicated to the group and the result can be readily evaluated for satisfactory performance. Development of a code of business ethics would be much harder both to define and to verify and would have low structure.

III. Personal traits often possessed by leaders, but <u>not</u> guarantees of successful leadership:

A. Intelligence.
B. Initiative.
C. Energy or drive.
D. Emotional maturity (dependability, persistency, objectivity).
E. Persuasive ability.
F. Communication skills.
G. Self-assurance.
H. Perception.
I. Creativity.
J. Social participation (approachability, friendliness, helpfulness).

IV. Organizational fundamentals:

A. There are four basic managerial functions:

1. Planning--anticipating changes through forecasting, developing effective strategies in light of the forecast, setting optimum objectives, establishing efficient supportive plans, and making quality decisions to maximize performance.
2. Organizing--establishing clear delineations of authority and responsibility, creating job assignments that maximize employee output.
3. Leading--creating challenging jobs in a pleasant work environment to foster high performance with a resulting reward for that performance; establishing an effective communications system; integrating the needs of the individual with organizational objectives.
4. Evaluating--measuring of actual performance, comparing actual results with expected results, and correcting deviant performance.

B. Organizational structure can vary from bureaucracy to adhocracy.

1. Characteristics of a bureaucracy:

   a. Predictability--clear division of labor, clearly defined hierarchy.
   b. Rationality--dependence on formal policies, procedures, and rules.
   c. Optimization.
   d. Internal efficiency.
   e. Certainty.
   f. Impersonality.

2. Characteristics of an adhocracy:

   a. Uncertainty.
   b. Flexibility.
   c. Complexity.
   d. Unpredictability.
   e. Adaptability.
   f. Situation emphasis.

3. Very few organizations are at either extreme; but most have tendencies toward one end or the other, depending to a large extent upon the management philosophy of the administrator.

V. Some management theories:

A. The leadership continuum where leader and followers' responsibilities complement each other. Administrators on this continuum may be described as: (transparency)

1. Autocratic--leader commands, disciplines, has work-centered emphasis. Works best with employee who is insecure, dependent, likes direction; or aggressive, hostile employee who must be firmly controlled for productive accomplishment.

2. Democratic--function of leader is to develop a motivation system; leader discusses, consults, draws ideas from group; has strong teamwork, participation. Works well with aggressive, cooperative employee who is assertive, self-confident.
3. Free-rein--leader acts as facilitator and exercises minimum control, depends upon employees' sense of responsibility and good judgment. Most difficult to use, but works well for employee who is highly individualistic.

B. The managerial grid where the leader's proportionate concerns for job requirements and concerns for people are compared. (transparency)

1. Task management (9,1)--the manager is an autocrat with maximum concern for production and no concern for people; this job concept is meeting schedules, getting the product out, telling people what to do.
2. Country club (1,9)--the manager is characterized by a high concern for people; s/he wants a happy and harmonious work force, even though the organization's needs and objectives may not be met.
3. Impoverished (1,1)--this manager does not act at all like a leader; s/he has a minimum concern for both people and production; the only concern is not to "rock the boat" and accomplishment of just enough to avoid pressure from superiors.
4. Middle of the road (5,5)--this manager has a moderate concern for both people and production; s/he may push for both, but really strives for compromise and the result is often neither the best for people nor production.
5. Team management (9,9)--a maximum concern for production and for people; the ideal leadership style, because it accomplishes objectives while permitting people the freedom to reach their personal objectives, but not possible for all leaders in all situations.

C. McGregor's Theory X and Theory Y which suggests that supervisory style is based on the leader's attitudes toward employees. (transparency)

1. Theory X--supervisor believes that most people are lazy and will avoid work if possible; therefore, people cannot be trusted to work on their own initiative, need close supervision.
2. Theory Y--supervisor believes people like work and will demonstrate drive, initiative, and diligence in achieving organizational goals, especially if those goals are compatible with their personal goals.

D. Management by objectives. (transparency)

1. The common goals for a given organizational unit are established by its manager in conjunction with his/her superior. A time span within which these goals are to be attained is set.
2. The manager then works out a set of objectives individually with each of his/her subordinates. These objectives are to govern their role behavior over the period.

3. All participants undertake the achievement of the planned goals.
4. Toward the end of the time period the actual performance of the individuals involved is measured against their individual goals. Accomplishments and variances are discussed between subordinate and superior.
5. The cycle is repeated for each ensuing time period.

E. The administrative team concept and participatory management techniques are variations of the management by objectives principle.

VI. Although everyone has 24 hours a day, lack of time is a common administrative complaint. The first step in time management is identification of time wasters.

A. Management studies have found these 15 most common time wasters:

1. Telephone interruptions.
2. Drop-in visitors.
3. Meetings.
4. Crisis management.
5. Lack objectives, priorities, daily plan.
6. Cluttered desk/personal disorganization.
7. Ineffective delegation.
8. Attempting too much at once.
9. Lack of/unclear communication.
10. Inadequate, inaccurate, delayed information.
11. Indecision and procrastination.
12. Confused responsibility and authority.
13. Inability to say "no".
14. Leaving tasks unfinished.
15. Lack of self-discipline.

B. Analyze your time wasters:

1. Which are caused primarily by you?
2. Which are caused primarily by other people?
3. Of those caused by others, which could you control or eliminate?
4. Remember, the basis for time management is self-discipline.

VII. Planning techniques for using time more effectively:

A. Set priorities:

1. Know and use the Pareto principle: 20% of the things you do ("the vital few") result in 80% of your total significant output; the other 80% of the items on your list are "the trivial many" and will result in only 20% of your total output. Put your best efforts into the "vital few"; don't spend undue time and energy on the "trivial many."
2. Arrange priorities on the basis of answers to questions such as:

   a. What will contribute the most to management objectives and departmental goals?
   b. What will be best for employee morale and productivity?

B. Use priorities.

1. Make a realistic estimate of how much time each job will take and follow through systematically to make sure tasks are accomplished.
2. Be flexible. Priorities may change suddenly due to new problems arising or solution of one problem leading to expansion or deletion of another one.
3. Be decisive. Don't avoid a priority because of fear. If something has been on your list for a long time, either do it or forget it.
4. Delegate. The proper use of staff is one of the best ways a manager can save time.

VIII. Organizational techniques for using time more effectively:

A. Block interruptions.

1. Close the open door. Set aside some time every day to work without interruption. If necessary, have your secretary screen visitors and set up appointments at a more convenient hour, or come to the office an hour or two early.
2. Control telephone calls. Your secretary should handle them whenever possible. Group your outgoing calls and make them at one time during the day. Keep calls concise.
3. Organize paperwork. Decide what actually needs to be read and what can be ignored. Keep only current paperwork on your desk to avoid distraction from other materials.
4. Control meetings. Be sure they are necessary in the first place. Then start the meeting on time, follow a time-limited agenda, summarize important points of the meeting before adjourning, and end on time.

B. Use a time log. (transparency)

1. List daily goals and set deadlines for reaching those goals. Write goals in terms of results; e.g., "persuade L. A. to try word-processing for 6 months" instead of "meet with L. A.". Remember, goals must be:
    1. Measureable--You will know when you have achieved it.
    2. Achievable--You can do it.
    3. Demanding--You will feel a sense of accomplishment when you have done it.
    4. Flexible--You can change it if necessary.
2. Record activities in detail, at 15-minute intervals throughout the day. Do this immediately after the activity, not at the end of the day, since the purpose is to identify interruptions; e.g., 10:00 - telephone call to J. R. re sales meeting; 10:15 - began working on quarterly report; 10:30 - B. R. stopped by and invited me to go on coffee break.
3. Assign a priority ranking to each action.
4. Comment on each action. How was the item handled? How might it be handled more effectively next time?
5. Analyze your use of time:

    a. To what extent did you achieve each objective? If you did not achieve it, what was the reason?

b. Which part of your day was most productive? How can you plan to take even greater advantage of that time?
c. Which were your most frequent or most serious interruptors? How can these be changed?

6. Set goals for the next day, based on analysis of this day's productivity and interruptions.

IX. Stress is another common administrative malady.

A. Some common causes of stress:

1. Inability to cope with sudden change.
2. Failure to accept thwarted ambitions.
3. Promotion to jobs above capacity.
4. Declining ability, fear about retirement.
5. Violent personality clashes with close colleagues.
6. Conflict between home life and work.
7. Lack of well-defined responsibilities.
8. Responsibility without authority.

B. Some personalities, called Type A, are more susceptible to stress-associated diseases as a result of role overload. In contrast, Type B behaviors result in far fewer stress-related physical problems.

1. Type A characteristics:

a. Excessive drive, ambition.
b. Aggressiveness.
c. Involvement in competitive activities.
d. Frequent deadlines and pressure for productivity.
e. Strong sense of time urgency.

2. Type B characteristics:

a. Relaxed and easy-going, seldom impatient or irritable.
b. Takes time to enjoy avocational pursuits.
c. Works steadily.
d. Not concerned with social achievement.
e. Basically non-competitive.

X. Some steps for controlling stress:

A. Know yourself and your personal reactions to stress. Be aware of physical and mental symptoms of growing stress and be careful of over-reaction to stressful situations.
B. Practice sound administrative principles. Realize that managerial decisions cannot please everyone and life is filled with conflicts. Take a rational, organized approach toward solving such problems.
C. Follow a daily routine of periodic, complete separation from the job. Use coffee breaks or lunch periods to block out work problems for a short time.
D. Verbalize problems to a trusted confidant when necessary. Talking about a problem often broadens perspectives and unburdens the mind so that it can arrive at a sensible course of action.

E. Adopt a daily routine of moderate exercise. Physical activity can get the manager away from the stressful environment and also condition the body's stress-adaptation mechanisms.
F. Maintain proper diet and eating habits.
G. Have periodic medical examinations to alleviate health fears.

XI. Solving problems and making decisions involve using a process of: (transparency)

A. Identifying the tension:

1. Think about the concerns you have, the situation that needs change. For example:

I have a mid-management position at a local industry and work approximately 48 hours per week, plus approximately two evening meetings per week and two out-of-town trips of 2-3 days length per month. I have just been notified that I have won a mobile van-type vehicle for making and vending ice cream. I will have to forfeit the prize if I don't take possession within four weeks and sign an agreement to operate the vehicle at least 35 hours per week. What should I do?

2. List the facts about that situation. Be specific about the who, why, what, how, when, and where involved. Be sure these are <u>facts</u>, not opinions. For example:

who--I have won a vehicle for making ice cream.
I already have a job.
what--My job requires considerable time.
I could supplement my income with this vehicle.
when--The vehicle must be claimed within four weeks.
I must agree to operate it at least 35 hours per week.

B. Finding the problem:

1. State the problem in a single, clear, concise statement which begins with the words, "In what ways might I. . .". For example:

In what ways might I keep my job and also have time to operate the ice cream vehicle?

2. Restate the problem two or three times until you are satisfied that the problem statement is one that accurately identifies the problem. For example:

In what ways might I get the most benefit from the vehicle? In what ways might I make the vehicle a financial asset?

C. Finding ideas:

1. List as many ideas as you can think of that might solve the problem. For example:

lease the vehicle to someone else
cut down work hours and run van on nights and weekends
have wife and children run vehicle

2. Stretch your imagination; try to break your habitual thought patterns. Remember that in the idea finding stage you want to produce as many ideas as you can, without judging as to their practicality. For example:

   sell the ice cream at the plant during lunch hours and breaks
   take call-in orders at home and office
   lease to high school as Junior Achievement project
   run van full-time and investigate ice cream management opportunities

D. Finding solutions:

1. Look all your ideas over, weighing each as to how well it might solve your problem.
2. To evaluate each solution, use criteria such as:

   a. Cost.
   b. Time involved.
   c. Effect on quality.
   d. Effect on utilization of manpower.
   e. Effect on safety.
   f. Effect on materials use.
   g. Other considerations specific to the situation.

   For example:

   cost--leasing van will result in less profit
   running van full-time will mean loss of salary at plant
   operating van self or with family will make most profit
   time--can operate van more than 35 hours per week if lease
   selling at plant during lunch and breaks will not make the 35 hours required; also will distract from my own work time
   quality--the quality of my work at the plant will probably suffer if I try to cut down on work hours or sell at the plant or take call-in orders at the office
   manpower--my wife already has a job also and my children are too young to run the van on their own
   leasing to Junior Achievement would mean a large number of different operators of the vehicle

3. Choose the idea you will use, based on the criteria evaluation.

   I will lease the van to someone else.

E. Implementing the chosen solution:

1. Devise a plan of action and put it into an outline. For example:

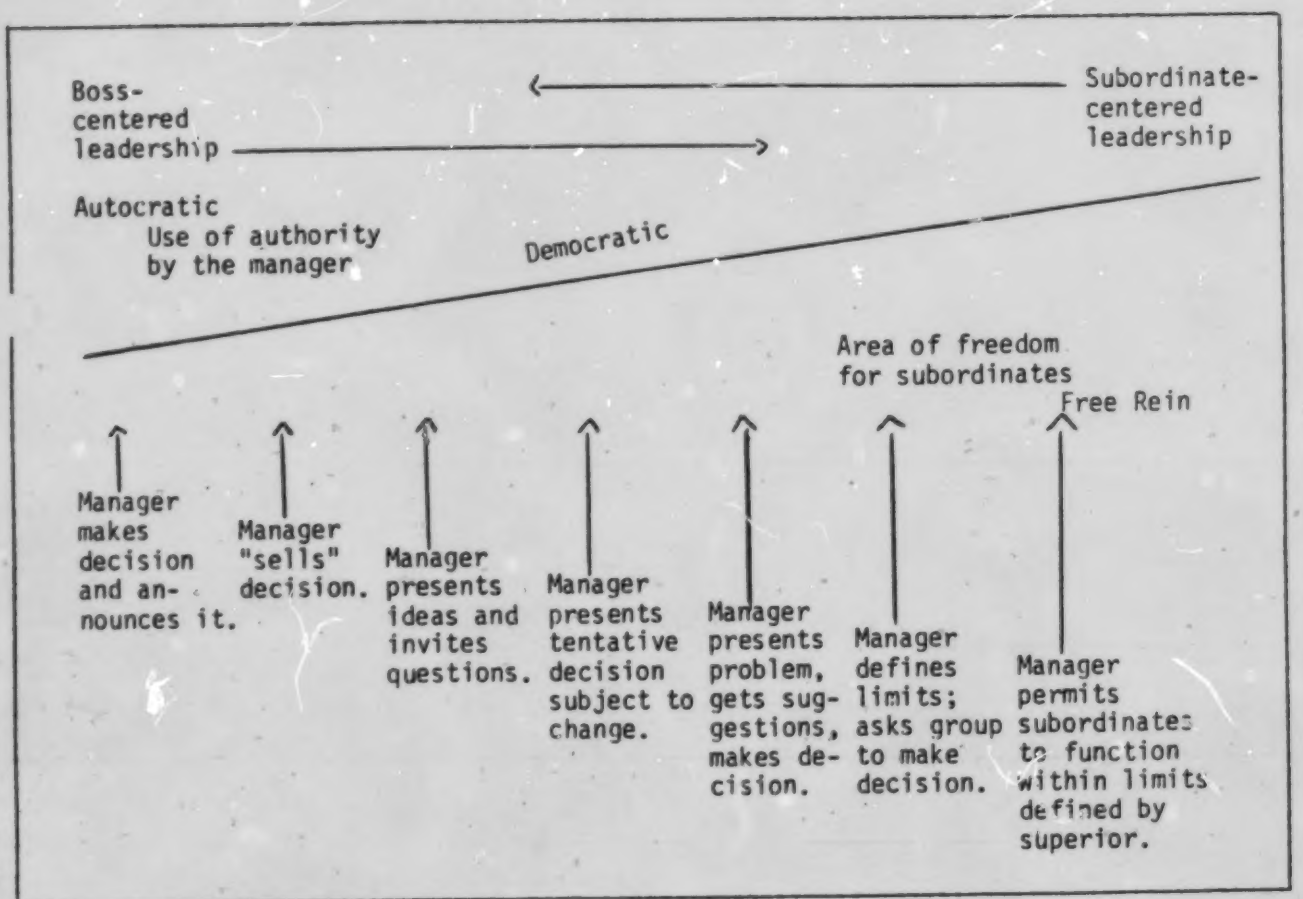
   First, I will take possession of vehicle and sign the 35-hour-per-week agreement. Then, I will advertise for someone to operate the vehicle on a leasing basis. Next, I will have a lawyer draw up the leasing agreement.

2. Ask yourself who might be involved or help you; what they will do; when and where this will be done; how it will be done; and what the results will be. Form your plan of implementation around the answers to those questions. For example:

who--the person I lease to will have to be a high school graduate, have references of good character, and not have another job
what--s/he will need skills in selling, in operation of the equipment, and in keeping a neat work station; s/he will need to be willing to go to the ice cream company office for the 2-week training session in making the ice cream
when--s/he must work during prime selling hours: in summer, 2:00 p.m.-10:00 p.m.; in winter, during school lunch hour and 3:00 p.m.-10:00 p.m.; weekend work will also be required
where--summer hours will concentrate around swimming pool area, parks, shopping areas; winter hours, at high school during lunch hour, after school, at school events in evenings
how--price will be set by leasor and leasor will also handle all costs (see lease agreement)
results--leasee will receive percentage of profits (see lease agreement)

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

TRANSPARENCY MASTER #1


Boss-centered leadership
Subordinate-centered leadership
Autocratic
Use of authority by the manager
Democratic
Area of freedom for subordinates
Free Rein
Manager makes decision and announces it.
Manager "sells" decision.
Manager presents ideas and invites questions.
Manager presents tentative decision subject to change.
Manager presents problem, gets suggestions, makes decision.
Manager defines limits; asks group to make decision.
Manager permits subordinates to function within limits defined by superior.

adapted from Robert Tannenbaum and Warren H. Schmidt, "How to Choose a Leadership Pattern," Harvard Business Review, Vol. XXXIV (March-April, 1958), p. 96.

in Henry L. Sisk, Management and Organization. 2nd ed. (Cincinnati: South-Western, 1973), p. 500.

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

TRANSPARENCY MASTER #2

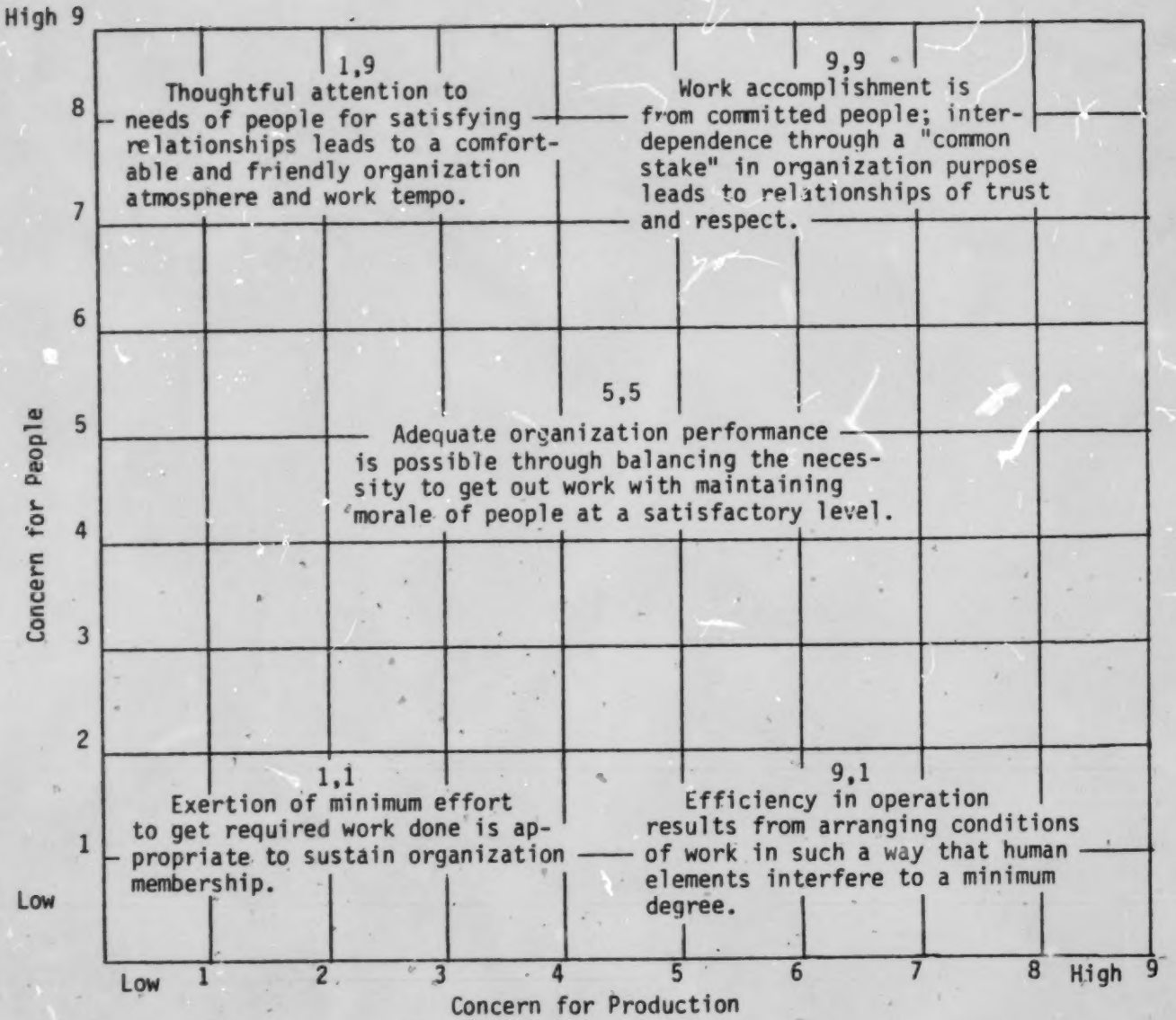

High 9
8
7
6
5
4
3
2
1
Low
Concern for People
1,9
Thoughtful attention to needs of people for satisfying relationships leads to a comfortable and friendly organization atmosphere and work tempo.
9,9
Work accomplishment is from committed people; interdependence through a "common stake" in organization purpose leads to relationships of trust and respect.
5,5
Adequate organization performance is possible through balancing the necessity to get out work with maintaining morale of people at a satisfactory level.
1,1
Exertion of minimum effort to get required work done is appropriate to sustain organization membership.
9,1
Efficiency in operation results from arranging conditions of work in such a way that human elements interfere to a minimum degree.
Low 1 2 3 4 5 6 7 8 High 9
Concern for Production

FIGURE 8-1. The Managerial Grid*

*The Managerial Grid figure from The Managerial Grid, by Robert R. Blake and Jane Srygley Mouton. Houston: Gulf Publishing Company, Copyright 1964, p. 10. Reproduced with permission.
in Paul Preston, Management for Supervisors. Englewood Cliffs: Prentice-Hall, 1978.

PUBLIC ADMINISTRATORS
EXECUTIVE DIRECTIONS
UNIT I

TRANSPARENCY MASTER #3

Theory X: The Traditional View of Direction and Control

Assumptions:

1. The average human being has an inherent dislike of work and will avoid it if he can.
2. Because of this human characteristic of dislike of work, most people must be coerced, controlled, directed, threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives.
3. The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, wants security above all.

Theory Y: A New Theory of Direction and Control

Assumptions:

1. The expenditure of physical and mental effort in work is as natural as play or rest.
2. External control and the threat of punishment are not the only means for bringing about effort toward organizational objectives. Man will exercise self-direction and self-control in the service of objectives to which he is committed.
3. Commitment to objectives is a function of the rewards associated with their achievement.
4. The average human being learns, under proper conditions, not only to accept, but to seek responsibility.
5. The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organizational problems is widely, not narrowly, distributed in the population.
6. Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized.

*Douglas McGregor, The Human Side of Enterprise (New York: McGraw-Hill, 1960) pp. 33-34 and 47-48.

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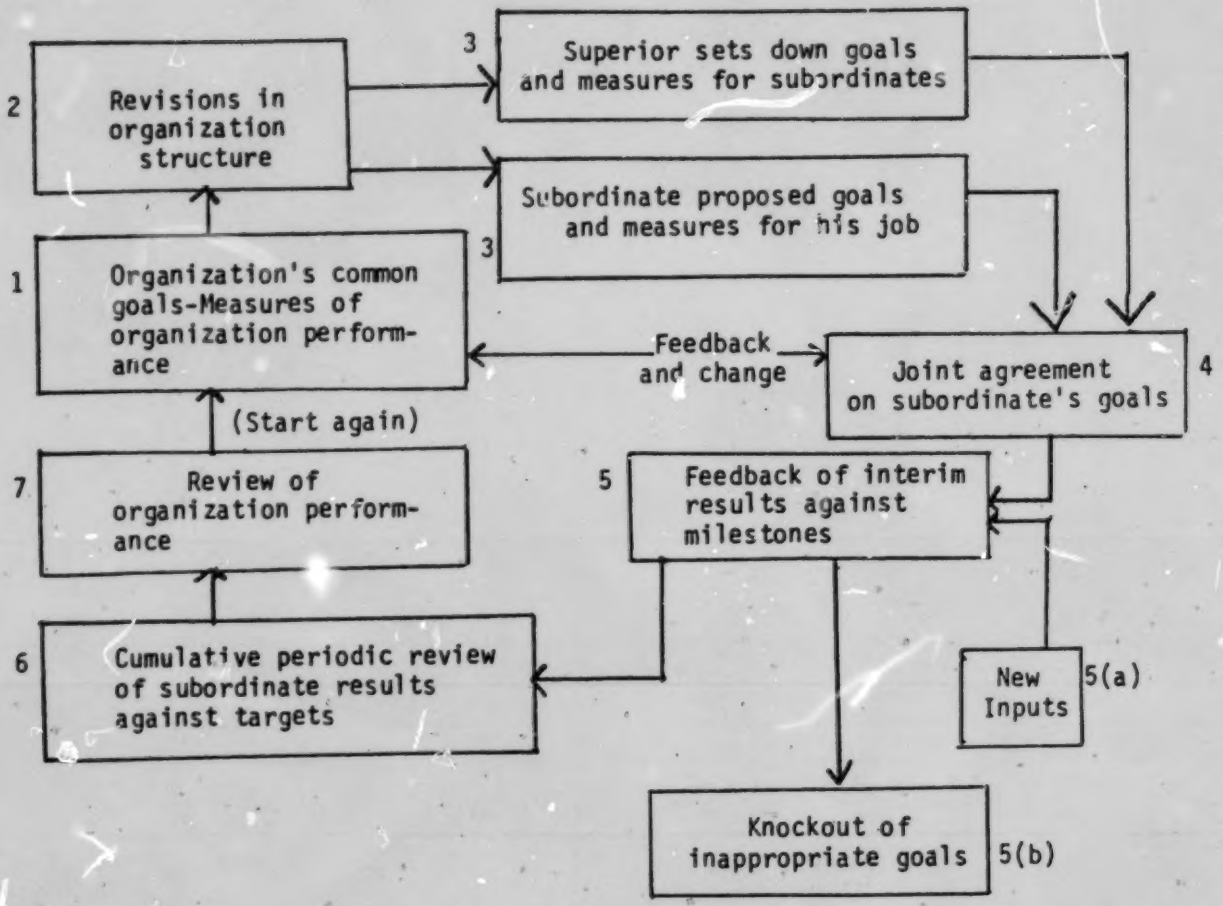
TRANSPARENCY MASTER #1

THE CYCLE OF MANAGEMENT BY OBJECTIVES



adapted from the book, Management by Objectives, by George Odiorne, copyright, 1965 by Pitman Publishing Corporation. Reprinted by permission of Pitman Publishing Corporation.

in Longest, Beaufort B., Jr. Management Practices for the Health Professional. Reston: Reston Pub. Co., 1976.

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TRANSPARENCY MASTER #5

DAILY TIME LOG

Date: April 10

Name: J. Johnson

Goals: (1) finish quarterly report
(2) hire secretary
(3) prepare agenda for staff meeting

TIME	ACTION	PRIORITY (High / Medium / Low)	COMMENTS (Delegate to / Combine with / Next time say "No." / Eliminate / Other)
8:00	read mail ↓	med.	
8:30	answer two letters — to P.L. and P.L.	med.	could have waited
9:00	interview sec. ↓	high	necessary
9:30	begin agenda	high	need uninterrupted time
	phone call from P.L.	med.	
10:00	continue agenda	high	
	coffee w/ R.L.	low	interruption — eliminate
10:30	interview sec. ↓	high	necessary
11:00	finish agenda	high	could have been done faster w/out interruptions
etc.			

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TRANSPARENCY MASTER #6

The Problem-Solving Process:

A. Identify the tension

B. Find the problem

C. Find ideas

The Decision-Making Process:

A. Find solutions

B. Implement the solution

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UNIT I

ASSIGNMENT SHEET #1

Select a group with which you are now working or with which you have worked in the recent past. Analyze that group for leadership effectiveness using the three factors listed on the information sheet: power, structure, and relationships. To help in your analysis, a group atmosphere scale is below and a position power instrument is on the next page. Judge task structure on your own in the blank space immediately below these instructions, using the criteria found on the information page.

TASK STRUCTURE

goal definition:

accomplishment measurement:

number and specificity of solutions:

task is a high . . . . . .low structure

GROUP ATMOSPHERE

Describe the atmosphere of your group by checking the following items.

	8	7	6	5	4	3	2	1	
1. Friendly	___	___	___	___	___	___	___	___	Unfriendly
2. Accepting	___	___	___	___	___	___	___	___	Rejecting
3. Satisfying	___	___	___	___	___	___	___	___	Frustrating
4. Enthusiastic	___	___	___	___	___	___	___	___	Unenthusiastic
5. Productive	___	___	___	___	___	___	___	___	Nonproductive
6. Warm	___	___	___	___	___	___	___	___	Cold
7. Cooperative	___	___	___	___	___	___	___	___	Uncooperative
8. Supportive	___	___	___	___	___	___	___	___	Hostile
9. Interesting	___	___	___	___	___	___	___	___	Boring
10. Successful	___	___	___	___	___	___	___	___	Unsuccessful

Source: Fred E. Fiedler, A Theory of Leadership Effectiveness, (New York: McGraw-Hill Book Company, 1967), p. 269.

in Henry L. Sisk, Management and Organization 2nd ed. (Cincinnati: South-Western, 1973), p. 507.

POSITION POWER

Mark each item below "true" or "false" as it describes the group you are evaluating.

1. Compliments from the leader are appreciated more than compliments from other group members.
2. Compliments are highly valued, criticisms are considered damaging.
3. Leader can recommend punishments and rewards.
4. Leader can punish or reward members of his own accord.
5. Leader can effect (or can recommend) promotion or demotion.
6. Leader chairs or coordinates group but may or may not have other advantages, i.e., is appointed or acknowledged chairman or leader.
7. Leader's opinion is accorded considerable respect and attention.
8. Leader's special knowledge or information (and members' lack of it) permits leader to decide how task is to be done or how group is to proceed.
9. Leader cues member or instructs them on what to do.
10. Leader tells or directs members what to do or what to say.
11. Leader is expected to motivate group.
12. Leader is expected to suggest and evaluate the members' work.
13. Leader has superior or special knowledge about the job, or has special instruction but requires members to do job.
14. Leader can supervise each member's job and evaluate it or correct it.
15. Leader knows his own as well as members' job and could finish the work himself if necessary, e.g., writing a report for which all information is available.
16. Leader enjoys special or official rank and status in real life which sets him apart from or above group members, e.g., military rank or elected office in a company or organization. (+5 points)
17. Leader is given special or official rank by experimenter to simulate for role-playing purposes, e.g., "You are a general" or "the manager." This simulated rank must be clearly superior to members' rank and must not be just that of "chairman" or "group leader" of the group during its work period. (+3 points)
18. Leader's position is dependent on members; members can replace or depose leader. (-5 points)

Note: The dimension of leader position power is defined by the above checklist in which all "true" items are given 1 point, except for items 16, 17, and 18, which are weighted +5, +3, and -5 points respectively.

Source: Fred E. Fiedler, A Theory of Leadership Effectiveness, (New York: McGraw-Hill Book Company, 1967), p. 24.

in Henry L. Sisk, Management and Organization. 2nd ed. (Cincinnati: South-Western, 1973), p. 508.

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ASSIGNMENT SHEET #2

"ASSUMPTIONS ABOUT PEOPLE: PERSONAL ANALYSIS OF LEADERSHIP STYLES"*

Directions: This instrument is designed to help you better understand the assumptions you make about people and human nature. There are ten pairs of statements. Assign a weight from 0-10 to each statement to show the relative strength of your belief in the statements in each pair. The points assigned for each pair must in each case total ten. Be as honest with yourself as you can and resist the natural tendency to respond as you would "like to think things are." This instrument is not a "test." There are no right or wrong answers. It is designed to be a stimulus for personal reflection and discussion.

1. It's only human nature for people to do as little work as they can get away with. _____(a)

   When people avoid work, it's usually because their work has been deprived of its meaning. _____(b)
   10

2. If employees have access to any information they want, they tend to have better attitudes and behave more responsibly. _____(c)

   If employees have access to more information than they need to do their immediate tasks, they will usually misuse it. _____(d)
   10

3. One problem in asking for the ideas of employees is that their perspective is too limited for their suggestions to be of much practical value. _____(e)

   Asking employees for their ideas broadens their perspective and results in the development of useful suggestions. _____(f)
   10

4. If people don't use much imagination and ingenuity on the job, it's probably because relatively few people have much of either. _____(g)

   Most people are imaginative and creative but may not show it because of limitations imposed by supervision and the job. _____(h)
   10

---

*Adapted from M. Scott Myers, "Every Employee a Manager" (New York: McGraw-Hill Book Company, 1970).

David A. Kolb, Irwin M. Rubin, and James M. McIntyre, "Organizational Psychology: An Experimental Approach," 2nd ed., (C) 1974. Reprinted by permission of Prentice-Hall, Inc., Englewood Cliffs, New Jersey, pgs. 241-246.

in Mainsprings of Motivation. Control Data Education Co., Minneapolis, 1975.

5. People tend to raise their standards if they are accountable for their own behavior and for correcting their own mistakes. _____(i)

   People tend to lower their standards if they are not punished for their misbehavior and mistakes. _____(j)
   10

6. It's better to give people both good and bad news because most employees want the whole story, no matter how painful. _____(k)

   It's better to withhold unfavorable news about business because most employees really want to hear only the good news. _____(l)
   10

7. Because a supervisor is entitled to more respect than those below him in the organization, it weakens his prestige to admit that a subordinate was right and he was wrong. _____(m)

   Because people at all levels are entitled to equal respect, a supervisor's prestige is increased when he supports this principle by admitting that a subordinate was right and he was wrong. _____(n)
   10

8. If you give people enough money, they are less likely to be concerned with such intangibles as responsibility and recognition. _____(o)

   If you give people interesting and challenging work, they are less likely to complain about such things as pay and supplemental benefits. _____(p)
   10

9. If people are allowed to set their own goals and standards of performance, they tend to set them higher than the boss would. _____(q)

   If people are allowed to set their own goals and standards of performance, they tend to set them lower that the boss would. _____(r)
   10

10. The more knowledge and freedom a person has regarding his job, the more controls are needed to keep him in line. _____(s)

    The more knowledge and freedom a person has regarding his job, the fewer controls are needed to insure satisfactory job performance. _____(t)
    10

Theory X Score = Sum of (a), (d), (e), (g), (j), (l), (m), (o), (r), and (s).

Theory Y Score = Sum of (b), (c), (f), (h), (i), (k), (n), (p), (q), and (t).

X _____

Y _____

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ASSIGNMENT SHEET #3

TIME MANAGEMENT

Use the time log sheets attached and keep a log of your own work time in the next 48 hours. At the end of that time analyze your use of time, using the questions on the information sheet.

Date: _____

DAILY TIME LOG

Name: _____

Goals: (1) _____

(2) _____

(3) _____

TIME	ACTION	PRIORITY High Medium Low	COMMENTS Delegate to _____ Next time say "No." Eliminate Other
8:00			
8:30			
9:00			
9:30			
10:00			
10:30			
11:00			

11:30			
12:00			
12:30			
1:00			
1:30			
2:00			
2:30			
3:00			
3:30			
4:00			
4:30			
5:00			

adapted from Mackenzie, R. Alec. New Time Management Methods for You and Your Staff. Chicago: Dartnell Corporation, 1975.

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ASSIGNMENT SHEET #4

A STRESS TEST

You're Type A if you: (circle appropriate categories)

1) Engage in vocal explosiveness

___accentuate key words when there's no reason to do so
___speed up at the end of your sentences

2) Move, walk, and eat rapidly

3) Are impatient at the rate of events

___hurry speech of others
___say "yes, yes, uh-huh, yes" constantly when others talk
___finish sentences for others
___irritated at slow car ahead
___hate to wait in line or for an appointment
___take over work when you can do it faster and better than others
___irritated with repetitious duties
___hurry your reading (or read mostly summaries)

4) Polyphasic thought or performance

___think or do more than one simultaneously; while listening think of tasks, while golfing think of work, while driving listen to tapes, while shaving, eat, read, and plan

5) Are self engrossed

___bring theme of conversation around to your expertise and interests
___if can't do that, then stay quiet and think about your interests

6) Feel vaguely guilty when relaxing

___seldom do nothing for few hours (or days)

7) Don't observe the interesting and lovely in your path

___don't hear birds, see flowers, etc.
___can't remember decorations in a room or office

8) Are preoccupied with things worth having or things worth doing

___little time for things worth seeing
___lost the poetic part of you

9) Have a chronic sense of time urgency

___schedule more and more in less and less time
___make few allowances for unforeseen contingencies
___pride in working best "under pressure"

10) Feel competition with another Type A person (challenged)

___rather than compassion for his illness, you feel challenged to compete and not let other "win"
___feel hostile or aggressive more quickly with Type A than with Type B people

11) Have habitual pattern of gestures and nervous tics

____gestures in conversation; i.e., clenched fist, waving finger, pound table, etc.
____spasmodically tighten corners of mouth, clench jaw, constant smile, constant nod of head

12) Believe success is related to doing things faster than others

____afraid to slow down
____feel "unsupported" when slowing down

13) Translate life into "numbers game"

____increasingly evaluate self and work in terms of numbers
____compare your numbers with the numbers of others

14) Believe you are Type A, but believe that you (alone?) can "get away with it" and it won't hurt you.

You're Type B if you:

1) Are free from Type A habits and you exhibit none of the traits of Type A.

2) Don't suffer from a sense of time urgency with its accompanying impatience

3) Harbor no free-floating hostility and feel little need to display or discuss your achievements unless it is demanded by the situation.

4) Play for fun and relaxation, not to compete and to exhibit your superiority.

5) Can relax without guilt.

6) Can work without agitation.

7) Find it easy to allow some tasks to remain uncompleted while you relax and enjoy yourself

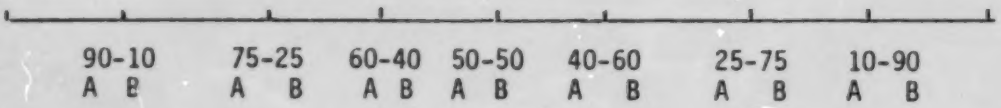
NOTE: Most of us exhibit Type A behavior in some situations and Type B behavior in other situations. A "moderately afflicted" Type A person can still turn his/her "hurry up sickness" off and on at will.

Type A behavior is a habit, and like any habit it can become addicting. In the early stages of the illness you can still control it; in the latter stages you no longer have control; the illness runs rampant.

The first step in getting a handle (control) on any unhealthy addiction is to take a good, honest self-appraisal. (Note that one characteristic of the Type A person is that s/he can't recognize that s/he is Type A).

On the scale below rate yourself and your present behavior. Place an "X" on the continuum.

100% Type A — 100% Type B



90-10	75-25	60-40	50-50	40-60	25-75	10-90
A B	A B	A B	A B	A B	A B	A B

Factors in my behavior which pushed my rating more toward Type A

List:

Factors in my behavior which pushed my rating more toward Type B

List:

Source: Tubesing, Donald A. Stress Skills. Minneapolis: Whole Person Associates, 1979.

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UNIT I

ASSIGNMENT SHEET #5

PROBLEM-SOLVING AND DECISION-MAKING

Below are descriptions of two actual problem situations. Using the attached sheets with an outline of the problem-solving and decision-making processes, practice solving any one of these problems.

PROBLEM #1

Control of Absenteeism

The director of a Department of Defense unit was briefing his managers about some of the problems facing the unit. Among other problems, he was concerned about the high costs resulting from the absentee rate for clerical workers, which has been averaging about 12 percent in Department A. Both the department manager and the personnel manager shared the director's concern and the problems resulting from hiring and training temporary employees, lower productivity of the temporary replacements, work disruptions, payments made to absentees, and other related costs and inconveniences.

All three managers agreed that the department head and the personnel manager should work together during the coming year to reduce the problems and costs of absenteeism. The director stated that all possible efforts should be devoted to reducing the average monthly rate to 8 percent by the end of the next eight months. Another meeting would be held eight months later to review results.

The follow-up meeting was held as scheduled. A heated debate ensued. The director chewed out both the department and the personnel manager because the absentee rate had decreased to only 11 percent. In turn, the department head criticized the personnel manager for poor record keeping and for not investigating questionable sicknesses. The personnel manager blamed the director for handing out an unreasonable assignment and the department head for failing to take proper disciplinary action against the offenders. The meeting ended when the director terminated the shouting match and indicated he would call another meeting when tempers, including his own, had cooled off.

PROBLEM #2

The Debatable Productivity-Increase Proposal

The city manager of a large midwestern city received a proposal that, if it could be implemented successfully, would result in an appreciable increase in productivity of most of the personnel through lower costs and greater output. The city manager reviewed the proposal with two groups of his key administrative and managerial personnel.

Group A people state they are already understaffed and overworked. The work flow and procedures would have to be changed. Employees would have to be trained or retrained to handle changed assignments. Morale would suffer. The cost of labor-saving machinery would have to be justified. Employee unrest might cause the Municipal Employees Union to start another organizing attempt. Group A rejects the proposal.

Group B people see the prospect of greater productivity and lower costs. They make a list of the possible problems involved and decide to investigate each one.

Source: McConkey, Dale D. MBO for Nonprofit Organizations. AMACOM, 1975.

I. The process of problem solving:

A. The tension:

1. The concern or situation that needs change:

2. The facts about that situation:

Who

Why

What

How

When

Where

B. Problem finding:

1. State the problem: In what ways might I

2. Restate the problem:

C. Idea finding:

1. List ideas:

a.

b.

c.

d.

2. Stretch your imagination. List more ideas:

a.

b.

c.

II. The process of decision making

A. Solution finding:

1. Look ideas over

2. Evaluate each, using criteria:

a. Cost

b. Time involved

c. Effect on quality

d. Effect on utilization of manpower

e. Effect on safety

f. Effect on materials use

g. Other considerations

3. Choose the idea you will use:

B. Implement your decision:

1. Make a plan of action:

a. First, I will

b. Then, I will

c. Next,

d. Next,

2. Fill in details:

a. Who will be involved:

b. What will they do:

c. What will they need for the job:

d. When will it be done:

e. Where will it be done:

f. How will it be done:

g. What will the results be:
(how will others benefit)

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UNIT I

REVIEW SHEET

Check what you have learned about leadership, management theories, time management, stress management, and problem-solving, by completing the review sheet below. Then check your answers with the information sheet materials. If you get all eleven items right, you're doing a terrific job! Nine right is good; eight right is fair; and if you get less than six right, you need some review on the principles.

1. Match the following terms and their definitions:

_____ A. Decision-making	1. A process undertaken by an individual in order to resolve tensions created by a situation that thwarts the course of activity.
_____ B. Leadership	2. Tension as a reaction to pressure.
_____ C. Problem-solving	3. The effective utilization of the resource called "time" so that managerial productivity is enhanced.
_____ D. Stress	4. The process by which one person influences others to work together toward attainment of a desired goal.
_____ E. Time management	5. The selection of one course of action from two or more alternate courses of action.

2. Discuss three factors contributing to the effectiveness of a leader.

a.

b.

c.

3. List seven personal traits often possessed by leaders.

   a.

   b.

   c.

   d.

   e.

   f.

   g.

4. List the four basic managerial functions and three characteristics of a bureaucracy and of an adhocracy.

   managerial functions:

   a.

   b.

   c.

   d.

   bureaucracy:

   a.

   b.

   c.

   adhocracy:

   a.

   b.

   c.

5. Compare and contrast the management theories of the leadership continuum, the managerial grid, McGregor's Theory X and Theory Y, and management by objectives.

6. List ten common time wasters and the four questions with which to analyze time wasters.

time wasters:

a.

b.

c.

d.

e.

f.

g.

h.

i.

j.

questions:

a.

b.

c.

d.

7. Discuss two planning techniques for using time more effectively.

a.

b.

8. Discuss two organizational techniques for using time more effectively.

a.

b.

9. List five common causes of stress and three personality characteristics of the Type A personality and of the Type B personality.

   causes:

   a.

   b.

   c.

   d.

   e.

   Type A:

   a.

   b.

   c.

   Type B:

   a.

   b.

   c.

10. Discuss five steps for controlling stress.

    a.

    b.

    c.

    d.

    e.

11. Demonstrate the ability to use problem-solving and decision-making processes by finding a solution to the problem below.

THE CHAIN OF COMMAND

The director of staff development of a public welfare agency was a dedicated believer in organizational planning. Reporting to him was a manager of personnel, who in turn had a supervisor of compensation reporting to him. Every contact made by the supervisor of compensation had to go through the manager of personnel, up to the director of staff development, over to the other division or department head concerned, and then back down through the same chain of command until it reached the original party--the supervisor of compensation. (Several other directors in the organization operated in a similar manner).

The supervisor of compensation complained that he was getting little done, that his projects were experiencing considerable delay, and that his recommendations and projects often became lost in the confusion.

PUBLIC ADMINISTRATORS
THEY'RE COUNTING ON YOU
UNIT II

UNIT OBJECTIVES

This unit will give the public administrator an opportunity to increase management skills in regard to accountability, planning, analytical skills, policy-making skills, and legislative implications. In studying these topics, specific techniques for each will be presented as well as opportunities to participate in actual practice activities.

SPECIFIC OBJECTIVES

Upon completion of this unit, the participant should be able to:

1. Match definitions with the following terms: accountability, planning, policy.
2. List three aspects of accountability.
3. Discuss two forms in which evaluation data may be collected and five approaches to evaluation.
4. List two patterns of planning typically used by managers and five kinds of plans.
5. Describe the skill of planning, specifically listing five characteristics of good planning, five pitfalls to be avoided when planning, and four benefits of planning.
6. List five components of analytical and investigative skill and five tools which may be used in analysis and investigation.
7. Discuss policy formulation, activation, and evaluation.
8. List seven labor regulations affecting public administrators.
9. List seven items usually covered in labor agreements and seven tips for negotiating such agreements.

PUBLIC ADMINISTRATORS
THEY'RE COUNTING ON YOU
UNIT II

SUGGESTED ACTIVITIES

I. Instructor:

A. Provide participants with objective sheet.
B. Provide participants with information and assignment sheets.
C. Discuss unit and specific objectives.
D. Discuss information and assignment sheets.
E. Discuss review sheets.

II. Participants:

A. Read objectives.
B. Study information sheets.
C. Complete assignment sheets.
D. Check that you can achieve each specific learning objective.
E. Complete and check review sheets.

INSTRUCTIONAL MATERIALS

I. Included in this unit:

A. Objectives
B. Information sheets
C. Transparency masters:

1. Categories of plans
2. Relationships of plans
3. Star of good planning
4. Decisions and operations

D. Assignment sheets:

1. MBO and accountability
2. Planning case studies
3. Labor relations case study

E. Review sheets

II. References:

A. Bittel, Lester R. What Every Supervisor Should Know. 3rd ed. New York: McGraw-Hill, 1974. (B,E)

B. Boyd, Bradford B. Management-minded Supervision. New York: McGraw-Hill, 1968. (B,C,E)

C. Chruden, Herbert J. and Arthur W. Sherman, Jr. Personnel Management. 5th ed. Cincinnati: South-Western Publishing Co., 1976. (E)

D. Jucius, Michael J. Personnel Management. 8th ed. Homewood: Richard D. Irwin, 1975. (D,E)

E. Jucius, Michael J. and William E. Schlender. Elements of Managerial Action. Rev. ed. Homewood: Richard D. Irwin, 1965. (B)

F. McCarthy, John J. Why managers fail . . . and what to do about it. New York: McGraw-Hill, 1978. (B)

G. McConkey, Dale. MBO for Nonprofit Organizations. New York: AMACOM, 1975. (A,B)

H. Rue, Leslie W. and Lloyd L. Byars. Management: Theory and Application. Homewood: Richard D. Irwin, 1977. (B)

I. Small Cities Management Training Program. Washington: International City Management Association, 1975. (B)

J. Terry, George R. Principles of Management. 6th ed. Homewood: Richard D. Irwin, 1972. (A,C,D)

K. Terry, George R. Supervision. Homewood: Richard D. Irwin, 1978. (E)

L. Weimer, Arthur M. Business Administration: An Introductory Management Approach. Rev. ed. Homewood: Irwin, 1962. (C,D)

REFERENCE CODE:

A--accountability
B--planning
C--analytical skills
D--policy-making skills
E--legislative implications

PA:II:A

PUBLIC ADMINISTRATORS
THEY'RE COUNTING ON YOU
UNIT II

INFORMATION SHEET

I. Terms and definitio[ns:]

A. Accountability--[Responsibility for achievement of specific results and of certain objectives; proof of successful attainment of accomplishment
such goals.
B. Planning--Decid[ing in advance what is to be done; charting a course of action for the future.
C. Policy--A verba[l or implied overall guide setting up boundaries that supply ger[eral limits and direction for action.

II. The demand for acco[untability is multiplying rapidly. Some aspects of accountability incl[ude:

A. Establishment o[f meaningful, measurable goals;
B. Responsibility [for and competence of execution;
C. Effectiveness a[nd efficiency of performance.

III. Evaluation of progr[am effectiveness (or accountability) is a direct outgrowth of good planning a[nd setting of objectives, where attention is taken on accomplishment of [those objectives.

A. There are two [forms in which evaluation data may be collected:

1. Personal o[bservation by select personnel;
2. Reports, u[sually written.

B. Several approa[ches may also be used, depending upon the judgment of the evaluator:

1. Packaged a[pproach--the organization is analyzed for violation of set standards; [for example, those established by the State Department of Education.
2. Informal a[pproach--short, pertinent questions are asked to uncover possible a[reas for improvement; some examples of such questions:

a. Are th[e stated objectives the proper ones to be sought by the organi[zation?
b. Are th[e efforts being directed toward obtaining the stated objecti[ves?
c. Are th[e ... completely qualified by training and experience [to ...
d. Is the [... achieve stated major goals? Are the various activ[ities ... necessary activities being accomplished?
e. Are a[ll ...

C. Such evaluations should be made internally as well as by external agencies.

IV. Administrators need to plan, both for the long range and the short range.

A. Patterns of planning typically used by managers:

1. Satisficing--emphasizes status quo; obvious deficiencies are corrected, but customary way of doing things is preserved; survival is of major importance, growth and development are secondary or ignored.
2. Optimizing--stresses doing the best, getting the maximum results.

B. Kinds of plans: (two transparencies)

1. Objectives--dealing with future activities, requiring foresight and interpretation, an integral part of all planning activities.
2. Policies--guides for action, broad boundaries.
3. Procedures--specific methods of action.
4. Methods--performance plans for task accomplishment.
5. Standards--models for comparison.
6. Budgets--financial expectations.
7. Programs--actions plan facilities plus areas of effort.

V. Planning is a skill.

A. Characteristics of good planning:

1. Hard documents--in written form, not only in planner's memory where data, decisions and assumptions are understandable.
2. Readily interrelated--done on a computer basis rather than on cardfile basis.
3. Responsive to environmental changes--looking ahead, not on trying to compensate for past mistakes in planning.
4. Future perspective--emphasis is on looking ahead, not on trying to compensate for past mistakes in planning.
5. Rational--based on facts rather than emotions.
6. Systematic--well organized as to the what, when, where, why, and how involved. (transparency)

B. Pitfalls to be avoided when planning:

1. Failure to anticipate change.
2. Unwillingness to take calculated risks.
3. Failure to establish priorities.
4. Failure to make plans known to those involved.
5. Failure to establish measurements at the time the plan is prepared.

C. Benefits of planning:

1. Better coordination among departments.
2. More effective control of operations.
3. Easier achievement of objectives.
4. More economical use of resources.

a. Time--because of unavoidable delays.
b. Materials--because of haste, spoilage, or unnecessary inventories.
c. Machines--because they are not being operated to their best capacity.
d. Space--because of overcrowding and poor coordination.
e. Manpower--because employees are not optimally occupied.

VI. Analytical and investigative skills are part of the continuous administrative task of decisions and operations. (transparency)

A. Some analytical and investigative skill components:

1. Creativity, imagination.
2. Ability to anticipate probable results of actions.
3. Practicality, realism, "common sense".
4. Ability to make choices; self-confidence.
5. Ability to effect action and achieve results.

B. Some tools to be used in analysis and investigation:

1. Accounting and statistical data--to appraise alternatives and develop criteria.
2. Basic economic concepts--helpful in making value judgments related to cost, risk, and return relationships.
3. Various prediction methods and strategic concepts for decision-making in the problem-solving process (transparency).
4. Legal methods, historical studies, case studies.
5. Behavioral sciences--to analyze information, determine priorities, motivate personnel, affect human behavior.
6. Applied science and engineering concepts.

VII. Policy-making skills include the abilities to formulate, activate, and evaluate policies.

A. Policy formulation:

1. Good policies should be:

a. Broad--they leave room for judgment but do not require complex interpretation.
b. Consistent--an organization should not have two policies that say opposite things.
c. Sufficient--all important areas should be covered without overlapping.
d. Current--as conditions change, policies need to be changed also.

2. Types of policies include:

a) External--to meet various contacts and forces outside the organization.
b) Internal--dealing with matters within the organization itself.
c) Handling specific situations.

3. Some advantages and disadvantages of written policies as opposed to unwritten policies:

   a. Advantages of written policies:

      1. Managers are required to think through the policy's meaning, content, and intended use.
      2. The policy is explicit and misunderstandings are reduced to a minimum.
      3. Equitable and consistent treatment of problems is most likely to be obtained.
      4. Unalterable transmission of policies is insured.
      5. Authorization of policy, helpful in many cases, is provided.
      6. A convenient and authoritative reference of policies can be supplied to all concerned with their use.

   b. Disadvantages of written policies:

      1. Policies become too widely distributed and frequently are placed in the hands of persons who are not concerned with their use.
      2. It is difficult to write a policy accurately and adequately--there may be uncertainty as to what the policy should be and there is the constant hazard of misinterpretation of certain words and phrases.
      3. Inflexibility in the use of the policy may become dangerous.
      4. [illegible]
      5. [illegible]
      6. [illegible] may be preferred for reasons of security and secrecy.

4. Activating policies involves [illegible] communication effectiveness and personnel techniques. Some other qualities helpful in policy-making and implementation include:

   a. Being thorough and being practical. Use time wisely, make notes when necessary to clarify meanings.
   b. Being courteous and considerate. Respect the time schedules of others; respect them as individuals. Be prompt and be attentive.
   c. Being flexible. Rigidity and inability to change make relationships unpleasant.
   d. Being realistic, both about what you can do and about what you expect of others.

5. Evaluation of policies can be made on the basis of such criteria as:

   a) [illegible]
   b) [illegible]
   c) [illegible]

6. [illegible] There are many legislative and judicial limitations affecting public administrators [illegible]

A. Almost all public administrators, however, need to be concerned with labor laws:

1. National Labor Relations Act of 1935 (Wagner Act)--gave employees the legal right to organize and bargain collectively through chosen representatives.
2. Regulation of wages, hours, and working conditions--Fair Labor Standards Act of 1938, dealing specifically with minimum hourly wages and time-and-a-half for overtime work, protective legislation for women and children.
3. Labor-Management Relations Act of 1947 (Taft-Hartley Act)--

   a. Provisions concerning the National Labor Relations Board for purposes of collective bargaining and investigation of complaints.
   b. Control of strikes by requirement of a 60-day notice of contract termination.
   c. Checks on unions through requirements for financial and other information.
   d. Forbidding of unfair labor practices, such as employer restraining employees from joining unions or discrimination in hiring due to union membership, refusal to collectively bargain, union coercion or forcing employees to join the union, participation in illegal strikes.

4. Right to work laws--provide that a person need not belong to a labor union to get or keep a job; also provides that s/he may not be denied a job because s/he belongs to a union; twenty states, including Nebraska, have such laws.
5. Economic security legislation--primarily Social Security and unemployment laws; designed to:

   a Minimize losses an employee might sustain from industrial accidents, occupational diseases, and involuntary unemployment.
   b. Provide hospital and medical care for the employee.
   c. Furnish some income to the employee after his/her retirement.

6. Workmen's compensation--protection from income loss from industrial accidents and occupational diseases.
7. Labor Management Reporting and Disclosure Act of 1959 (Landrum-Griffith Act)--prevents unethical collusion between a company and the union and places controls on union leaders.
8. Equal Opportunity Law of 1964--prevents discrimination on grounds of race, color, sex, religion, or national origin.
9. Occupational Safety and Health Act of 1970--general duty of employer to furnish places of employment free from recognized hazards likely to cause death or serious physical harm.

B. Other laws and regulations of universal concern to administrators include fire, safety, and zoning restrictions imposed by the state and local authorities.

IX. Dealing with employee welfare organizations or unions involve some special skills.

A. Subject matter usually covered in union contracts and labor agreements:

1. Management perogatives--the rights, responsibilities, and areas of action not subject to union interaction.
2. Union recognition--acknowledgement of the rights of the union.
3. Hours of work.
4. Wages.
5. Vacations and holidays.
6. Working conditions.
7. Seniority.
8. Layoffs and rehiring.
9. Arbitration and mediation.
10. Renewal clauses.

B. Some tips for negotiation.

1. Listen with interest. Listen to get the employees' point of view, to understand their feelings about the matter, and to show respect for the seriousness of the matter.
2. Consider the matter important. Even if demands seem to be without foundation, demonstrate that employee concerns will get full attention.
3. Keep calm. Maintain control of temper and use clear thinking rather than anger, sarcasm, or belittling.
4. Get the points defined and described as clearly as possible.
5. Get all the facts. Check other sources, review records, etc., to be sure information is accurate and complete.
6. Establish tentative solutions.
7. Keep all parties informed, both of the progress being made and of the resolution.
8. Reach a direct answer in clear, understandable terms.
9. Sell the final decision. Strengthen future relations by maintaining a considerate, cooperative attitude.

PUBLIC ADMINISTRATORS
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UNIT II

TRANSPARENCY MASTER #1

COMPARABLE INFORMATION CONCERNING SELECTED CATEGORIES OF PLANS

Kind of plan	Distinguishing attribute	Chief characteristics	Required for use	Common erroneous situation
Objective . . .	Provides target for direction and guidance of activities	Comprehensive	Interpretation for each level	Not precisely known or stated
Policy	Sets up the overall boundaries for activities	Broad, general, comprehensive	Interpretation, judgment	Improper identification for every managerial decision
Procedure . . .	Defines chronological series of tasks	Tailor-made to achieve specific work	Compliance with slight interpretation required	Once established tends to remain
Method	Prescribes course of action to accomplish a task	Specific and detailed in how a task is to be done	Compliance	Ignored or insufficient planning directed to it
Standard	Gives level of expected achievement	Tailor-made for specific work	Compliance	Not brought up to date in line with current operations
Budget	For a given period, consolidates many operational expectancies into a concise format	Tailor-made for specific work	Compliance with slight interpretation required	Difficult to modify as situations require
Program	Integrates diverse but related activities into a unity	Comprehensive, covers relatively large scope of facilities and activities	Interpretation, judgment, and managerial competency	Used to identify any type of plan
Techno-factor. .	Assists in visualizing probable effect of selected factor	Comprehensive for selected factor	Interpretation	Believed to be rigid plan

Source: Terry, George R. Principles of Management. 6th ed. Homewood: Richard D. Irwin, 1972.

PUBLIC ADMINISTRATORS
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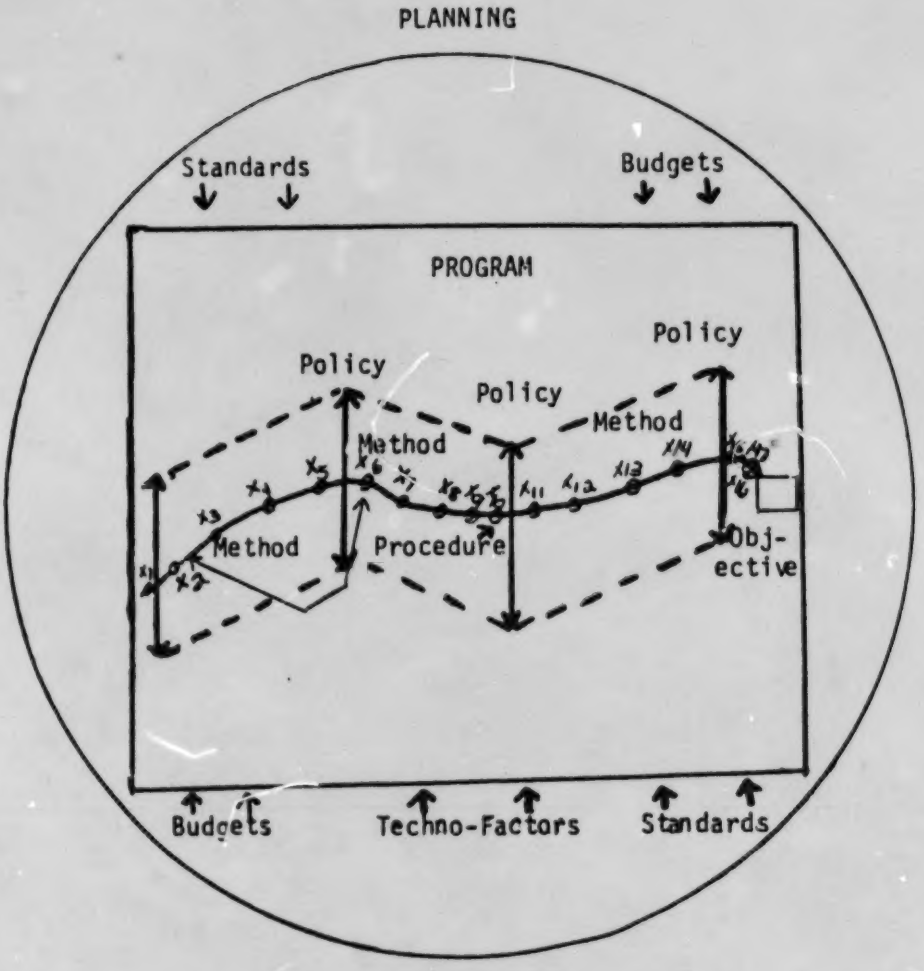
UNIT II

TRANSPARENCY MASTER #2

THE MEANING AND RELATIONSHIP OF SELECTED CATEGORIES OF PLANS



Source: Terry, George R. Principles of Management. 6th ed. Homewood: Richard D. Irwin, 1972.

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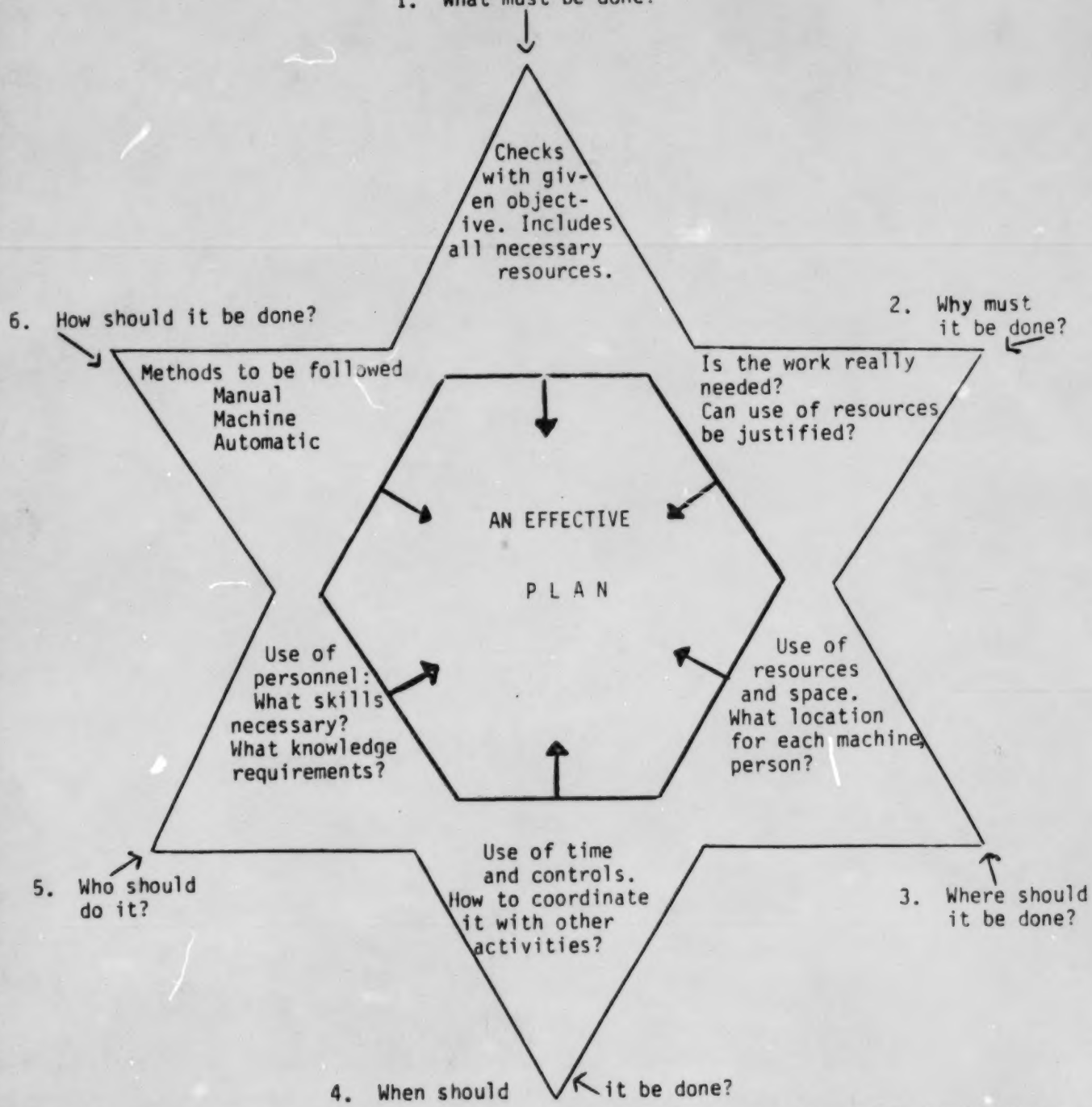
UNIT II

TRANSPARENCY MASTER #3


1. What must be done?
Checks with given objective. Includes all necessary resources.
2. Why must it be done?
Is the work really needed?
Can use of resources be justified?
3. Where should it be done?
Use of resources and space. What location for each machine, person?
4. When should it be done?
Use of time and controls. How to coordinate it with other activities?
5. Who should do it?
Use of personnel: What skills necessary? What knowledge requirements?
6. How should it be done?
Methods to be followed
Manual
Machine
Automatic
AN EFFECTIVE
P L A N

Source: George R. Terry, Supervision. Rev. ed. Homewood: Richard D. Irwin, Inc., 1978, p. 151.

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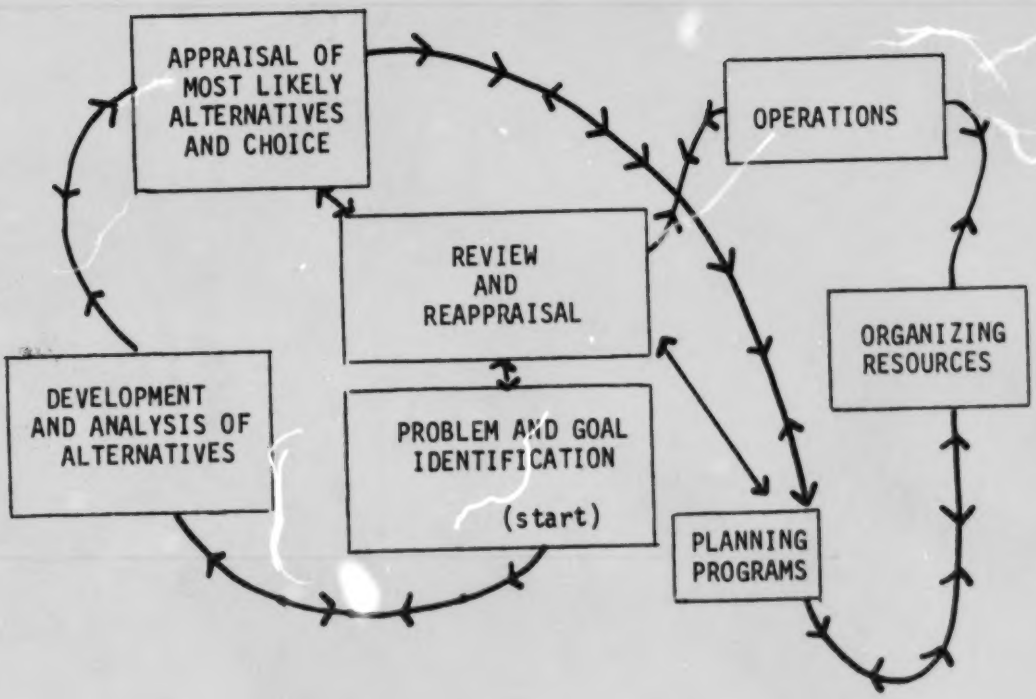
THEY'RE COUNTING ON YOU
UNIT II

TRANSPARENCY MASTER #4

DECISIONS AND OPERATIONS



Source: Weimer, Arthur M. Business Administration: An Introductory Management Approach. Rev. ed. Homewood: Irwin, 1962.

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UNIT II

ASSIGNMENT SHEET #1

Management by objectives (MBO) is said by some to be the ideal style for achieving accountability. Do you agree or disagree? Why?

List at least five areas in which accountability is demanded in your organization.

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UNIT II

ASSIGNMENT SHEET #2

CASE #1

The recreation director of Minersville City Schools had a varied and imaginative recreation program for the summer months, but only three part-time staff to help him carry out the program. To overcome this, an invitation was mailed with the school newsletter inviting volunteers to help in the summer programs. The result was heartening: 64 people volunteered. The recreation director and his staff carefully programmed each of the volunteers into an activity that suited his or her interests. Halfway through the summer a number of problems erupted. Many of the volunteers were so enthusiastic that they promised the participants field trips, equipment, and activities that were nowhere in the budget and were impossible to deliver. This made the regular recreation staff look like the "bad guys," because they had to turn down such requests constantly. Also, two volunteers in the program were turning off some of the students by their rigid manner. The recreation staff found it hard to correct the situation because they were dealing with volunteers and not with staff. What was the principal oversight of the recreation director and his staff in setting up the volunteer program? What do you think they can do at this point to correct the problems that are arising?

CASE #2

A small suburban community outside St. Louis has experienced a lot of problems with teenagers. There has been a great deal of vandalism, car thefts have increased markedly, and groups of young people have harassed shoppers and merchants at two of the city's largest shopping malls. There is also strong evidence that the use of drugs has become common. At budget time there is great concern with this problem, and one councilman proposed increasing the police force from 20 to 28 policemen. Other councilmen argue that this will mean a permanent increase of over $100,000 a year in police costs for the city and still may not solve the problem; perhaps there are other better ways of dealing with the problem. What kinds of long-range and short-range plans might be needed in this situation?

Source: Small Cities Management Training Program. Washington: International City Management Association, 1975.

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ASSIGNMENT SHEET #3

Read the following case study and answer the questions at the end.

The Case of the Delayed Reply. A case study in human relations involving grievances, with questions for you to think about.

When Lew first brought his complaint to the attention of his shop supervisor, Bob Baker, he felt fairly satisfied. "Bob listened to what I had to say about why I should have gotten the overtime rather than the man from the second shift," Lew told his benchmate. "I can't see how Bob can handle it any other way than to give me what's coming to me." This conversation took place the day after Lew had spoken to his supervisor.

Three days later when Lew saw that his paycheck didn't reflect any additional money, he spoke to Bob again. "What happened to that overtime pay I spoke to you about? I figured that so long as I didn't hear from you that the company had approved my request. How long do I have to wait for my money?"

"Well, now," said Bob, "I didn't promise you that you'd get the money. All I said was that I'd look into it. But I've been so busy lately that it clean slipped my mind. Tell you what. I'll go up to payroll this afternoon for sure and find out what can be done."

That afternoon Bob checked the matter with the personnel manager and with his boss. They both listened to the facts. Then they showed Bob that a similar case had been settled at a third-step grievance with the union--with no overtime pay for the employee concerned.

Bob didn't look forward to telling Lew that he wouldn't get the overtime, so for a couple of days he avoided going into Lew's part of the shop. The following payday, however, Lew went up to Bob's desk: "I still didn't get the overtime pay. Are you going to do something about it or aren't you?"

Bob then told Lew that he wasn't entitled to the overtime pay. Lew replied, "We'll see about that. I spoke to my shop steward and he's told me to file a written grievance. He said that's the only way to get any action around here. And I can already see that he's right!"

1. Do you think the written grievance could have been avoided? How?
2. If Lew really had no case, will it make any difference in the long run whether he files a grievance or not? Why?
3. If you were Lew, what would you think of Bob as a supervisor?

Source: Bittel, Lester R. What Every Supervisor Should Know. 3rd ed. New York: McGraw-Hill, 1974.

PUBLIC ADMINISTRATORS
THEY'RE COUNTING ON YOU
UNIT II

REVIEW SHEET

Check what you have learned about accountability, planning, analytical skills, policy-making skills, and legislative implications, by completing the review sheet below. Then check your answers with the information sheet materials. If you got all nine items right, you're doing a terrific job! Seven right is good; six right is fair; and if you got four or less right, you need some review on the principles.

1. Match the following terms and their definitions:

_____A. Accountability	1. A verbal, written, or implied overall guide setting up boundaries that supply general limits and direction for action.
_____B. Planning	2. Deciding in advance what is to be done; charting a course of action for the future.
_____C. Policy	3. Responsibility for achievement of specific results and accomplishment of certain objectives.

2. List three aspects of accountability.

   a.

   b.

   c.

3. Discuss two forms in which evaluation data may be collected and five approaches to evaluation.

   forms:

   a.

   b.

   approaches:

   a.

b.

c.

d.

e.

4. List two patterns of planning typically used by managers and five kinds of plans.

patterns:

a.

b.

kinds:

a.

b.

c.

d.

e.

5. Describe the skill of planning, specifically listing five characteristics of good planning, five pitfalls to be avoided when planning, and four benefits of planning.

characteristics:

a.

b.

c.

d.

e.

pitfalls:

a.

b.

c.

d.

e.

benefits:

a.

b.

c.

d.

6. List five components of analytical and investigative skill and five tools which may be used in analysis and investigation.

components:

a.

b.

c.

d.

e.

tools:

a.

b.

c.

d.

e.

7. Discuss policy formulation, activation, and evaluation.

formulation:

activation:

evaluation:

8. List seven labor regulations affecting public administrators.

a.

b.

c.

d.

e.

f.

g.

9. List seven items usually covered in labor agreements and seven tips for negotiating such agreements.

Items:

a.

b.

c.

d.

e.

g.

h.

Tips:

a)

b)

c)

d)

e)

f)

g)

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

UNIT OBJECTIVES

This unit will give the public administrator an opportunity to increase management skills in regard to communications, management techniques, committees, public relations, conflict management, and motivation. In studying these topics, specific techniques for each will be presented as well as opportunities to participate in actual practice activities.

SPECIFIC OBJECTIVES

Upon completion of this unit, the participant should be able to:

1. Match definitions with the following terms: communication, conflict, delegation, motivation, public relations.
2. List three forms of communication and four advantages and disadvantages of both the written communication.
3. Diagram the communication process and list seven barriers to communication.
4. Discuss seven suggestions for improving communications.
5. Discuss the skill of listening, specifically three tips for increasing listening ability.
6. List five guidelines for giving instructions, five tips for holding effective employee meetings, and three characteristics of effective memos and reports.
7. Discuss delegation, specifically five reasons why managers should delegate, five reasons why managers fail to delegate, five delegation techniques, and three instances when delegation will not work.
8. List two ways in which committees compare favorably with individual performance, two factors affecting committee performance, two problems in group decision-making, and four ways of improving group decisions.
9. List two benefits and two limitations of using volunteers.
10. Diagram the public relations procedure and discuss three community relations techniques the public administrator might use.
11. List four points of difference in public groups as opposed to informal, internal groups, and five necessities in public speaking.
12. Discuss conflict, specifically three reasons for conflict and five ways in which people respond to conflict.

13. List five advantages and three disadvantages of conflict and three steps in the management of conflict.

14. Compare and contrast the motivational theories of Maslow and Herzberg.

15. List four factors affecting motivation and seven motivational devices.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

SUGGESTED ACTIVITIES

I. Instructor:

A. Provide participants with objective sheet.
B. Provide participants with information and assignment sheets.
C. Discuss unit and specific objectives.
D. Discuss information and assignment sheets.
E. Discuss review sheets.

II. Participant:

A. Read objectives.
B. Study information sheets.
C. Complete assignment sheets.
D. Check that you can achieve each specific learning objective.
E. Complete and check review sheets.

INSTRUCTIONAL MATERIALS

I. Included in this unit:

A. Objectives
B. Information sheets
C. Transparency masters:

1. Communication process
2. Public relations procedure
3. Public speaking
4. Handling conflict
5. Maslow's hierarchy of needs
6. Herzberg's motivation theory
7. Maslow-Herzberg comparison
8. Job conditions
9. Motivational devices

D. Assignment sheets:

1. Communication self-quiz
2. Communication case study
3. Delegation exercise
4. Public relations case study
5. Conflict case study
6. Motivation case study

E. Review sheets

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V. Steinmetz, Lawrence L. and H. Ralph Todd, Jr. First-Line Management. Dallas: Business Pub., 1975. (F)

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REFERENCE CODE:

A--communication
B--management techniques
C--committees
D--public relations
E--conflict
F--motivation

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

INFORMATION SHEET

I. Terms and definitions:

A. Communication--The transmission and reception of a message that travels between two or more persons.
B. Conflict--Disagreement between two or more parties resulting from an incompatability of facts, methods, goals, or values.
C. Delegation--A process by which supervisors entrust certain employees with the accomplishment of specific work objectives; those employees are given responsibility for reaching those objectives and authority sufficient to perform.
D. Motivation--The act of stimulating someone to take a desired course of action.
E. Public relations--The management function which evaluates public attitudes, identifies the policies and procedures of the organization with the public interest, and executes a program of action to earn public understanding and acceptance.

II. Communication is the manager's most important tool. Studies have shown that a minimum of 65-70% of the supervisor's time is spent in communication.

A. Forms of communication include:

1. Written communications from management:

a. Job descriptions and procedural manuals or handbooks.
b. Newsletters.
c. Memos.

2. Written communications from employees:

a. Reports.
b. Suggestions.

3. Face-to-face communications (includes spoken and non-verbal expressions):

a. Superior-subordinate.
b. Committees.
c. Informal communication ("the grapevine").

B. Advantages and disadvantages of oral and written communication:

1. Oral communication gives participants a chance to appraise the degree of understanding achieved, to ask questions, and to clarify meanings.

2. Oral communication is limited to those situations where time and the nature of the message permit direct contact; also, perception of the spoken word is usually less accurate than perception of the written word.
3. Written communications provide a permanent record, are usually more carefully thought through than oral communications, and can be checked for accuracy before being sent.
4. There is a problem in keeping written communications up-to-date and in the impossibility of clarifying and elaborating meaning at the time the message is sent.

C. The grapevine is an inevitable fact of organizational life. It flows much faster than the formal communication system and can be a rich source of information about the performance, ideas, feelings, and attitudes of the people in the organization, if it is used effectively by the administrator.

III. The communication process: (transparency)

A. The source wants to communicate an idea, thought, need, or information to another person.
B. The source encodes his/her idea into symbols such as words, diagrams, etc.
C. The message is the encoded idea that the source will send to the other person.
D. The channel is the medium through which the message is sent. It may be spoken or written words, a pat on the back, etc.
E. The receiver is the person who receives the sent message.
F. The receiver decodes the message by envisioning an idea from meaning s/he has attached to the symbols used.
G. The receiver may respond to the message with feedback which indicates whether or not his/her understanding of the message coincides with the source's intended thought.
H. The message may be distorted by noise. Noises, or barriers to communication, may be either physical or psychological, and includes such things as:

1. Differences in background, experience, or attitudes which inhibit understanding the other's reasoning or feelings; e.g., a reference to "you guys" may be interpreted as casual friendliness or as a lack of respect, depending upon attitude.
2. People stereotypes which activate mental blocks and prejudices; e.g., the word "salesman" may cause immediate defensiveness against "pushy people trying to talk you into something."
3. Symbols that have different meanings for different people, e.g., when a repairman assures the client that repairs will be done "quickly" and "at reasonable cost", at exactly what time and cost will the item be ready?
4. Different vocabularies; in many fields jargon or abbreviations such as OSHA, FOB, EEOC, etc., are frequently used, but some receivers may not understand what is meant.
5. Lack of awareness of nonverbal symbols such as tone of voice, gestures, facial expressions, behavior, etc. A manager who growls at an employee because s/he is upset about some entirely unrelated problem will be communicating something s/he probably does not intend.

6. One-way-only communication when supervisors simply give orders and do not allow feedback.
7. Narrow, rigid viewpoints which cause the receiver to block out anything that doesn't fit in with his/her view.
8. The tendency to jump to conclusions.
9. Distractions from the environment, such as time pressures, physical discomfort, etc.
10. Lack of adequate planning as to who should communicate what and how it could most effectively be done.

VI. Some suggestions for improving communications:

A. Seek to clarify your ideas before communicating. Many communications fail because of inadequate planning.
B. Examine the true purpose of each communication. Identify your most important goal and then adapt your language, tone, and total approach to serve that specific objective.
C. Consider the total physical and human setting whenever you communicate. Consider, for example, your sense of timing, the physical setting, the social climate, custom and past practice.
D. Consult with others, where appropriate, in planning communications. Such consultation often helps to lend additional insight and objectivity to your message and will also give it added support.
E. Be mindful, while you communicate, of the overtones as well as the basic content of your message. Your choice of language. tone of voice and expression (if oral), apparent receptiveness to the responses of others, all have impact on those you wish to reach.
F. Take the opportunity, when it arises, to convey something of help or value to the receiver. Consideration of the other person's interest and needs will produce the most response for the manager.
G. Follow up your communication. Ask questions, encourage the receiver to express reactions. Make certain that every important communication has a feedback so that complete understanding and appropriate action result.
H. Communicate for tomorrow as well as today. Keep communcations consistent with long-range interests and goals.
I. Be sure your actions support your communications.
J. Seek not only to be understood but to understand--be a good listener.

V. Listening is a skill that must be learned. Effective listening requires energetic concentration.

A. Listening is a process of responding to different levels of stimuli:

1. We listen to some sounds because of their suddenness, intensity, or contrast with previous sounds; e.g., a fire alarm.
2. There are some sounds we hear automatically because we have trained ourselves to do so; e.g., the mail delivery coming at approximately the same time every day.
3. Some sounds are noticed by their absence; e.g., in a room full of noisy machines, the supervisor immediately looks up when one of those machines stops.

B. Listening is a constantly shifting process. Since the average speaking rate is 120 words per minute while the listening comprehension rate averages 400 words per minute, most of us listen intensely for only a few seconds, then drift off, paying attention only in spurts.

C. Motives and feelings greatly influence listening. If we expect a message to be of personal importance our listening ability improves remarkably. When the message is contradictory or distasteful to us, it takes a disciplined mind to listen carefully.

D. Some tips for increasing listening ability:

1. Prepare yourself to listen. Develop an attitude that in almost all messages there are likely to be ideas that can be used. Be interested, pay attention.
2. Listen nonevaluatively. Do not judge the message and impose your situation, behavior, or feelings on the other person. Overlook any distracting things about the way the message is being delivered.
3. Try to understand the other person's point of view or frame of reference. In summary:

   a. With your head, listen to what is said.
   b. With your heart, listen to what isn't said.
   c. With your hands, listen by taking notes--when important to remember.
   d. With your body, listen by reacting physically--with posture, gestures, nods.
   e. With your voice, listen by asking questions and by responding with playback, words, or silence.

VI. Giving clear instructions, holding effective employee meetings, and writing reports and memos are all management tasks where communication skills are essential.

A. Guidelines for giving instructions:

1. Plan what specific actions are required and by whom.
2. Find out what the employee already knows.
3. Give a reason-why explanation, if possible.
4. Show an example or illustration, if possible.
5. Make it clear that you welcome questions.
6. Check the employee's progress before s/he has gone too far.
7. Evaluate whether desired results are being accomplished, and give the employee a sense of success.

B. Holding effective employee meetings:

1. Write down in proper sequence on agenda what subjects or points are to be discussed.
2. Limit attendance to those who will contribute or who need to be informed with respect to how the subject was handled.
3. Give advance notice of the purpose of the meeting to expected attendees.
4. Draw up a schedule and adhere to it. Set a starting and an ending time.
5. Have concise minutes written showing the conclusions reached, definite assignments made, and any deadline dates set.

C. Characteristics of effective memos and reports:

1. Clarity--the goal should not be merely to write something which can be understood, but rather to write so that the message cannot be misunderstood. Clarity is primarily achieved through planning what you will say and saying it in the simplest language possible.
2. Accuracy--messages must be correct and complete; mistakes in accuracy are costly, distracting, and embarrassing. Give all the facts, check those facts for accuracy, cover all the essentials.
3. Economical--state the message without needless "filler" words and phrases.

VII. Delegation is another management technique that requires considerable skill.

A. Reasons why managers should delegate:

1. You can't do everyone's job. Even if you are the most productive employee in the organization, it is not possible to work as efficiently as a group of employees working together.
2. Your job is to manage. Supervisors are responsible for management functions, not for operational activities.
3. Those close to a problem often make better decisions. Employees can often take immediate action and avoid a crisis build-up.
4. Delegation demonstrates trust of and respect for employees. This creates an atmosphere of participation and commitment to the organization.
5. Delegation is a step toward employee development. With supervisory support, employees can develop confidence and explore abilities.

B. Reasons why managers fail to delegate:

1. Fear of costly mistakes by subordinates for which the supervisor will be held responsible by top management.
2. Desire for personal credit; fear of loss of prestige or status; fear that subordinates might perform too well and show up the supervisor.
3. Fear of losing control of an activity; reluctance to give up activities that a supervisor performs well.
4. Misjudgment of time; failure to plan work ahead.
5. Having no one to delegate to.

C. Delegation techniques:

1. Carefully select the tasks to be delegated. Choose tasks based on your over-all plan. Assign as many tasks as you safely can; but avoid over-delegating to the point where employees are put in a continual sink-or-swim situation. Generally, delegate the routine matters.
2. Carefully select the persons to whom you will delegate. Know subordinates' capabilities. Get their recommendations for solving problems and prepare them to be self-reliant before delegating assignments.
3. Turn over the assignment skillfully. Specify goals and objectives. Agree on performance standards. Give the employee all the training and assistance needed, but delegate according to the results desired, not according to the method to be used. The heart of successful delegation is allowing freedom to work independently.

4. Give sufficient authority to complete the task and let others know to whom the task has been delegated so that cooperation can be expected.
5. Expect and accept some mistakes, but don't snatch back the delegated task. Employees will not develop skills and will doubt the supervisor's sincerity if s/he takes over at the first sign of trouble.
6. Follow up. Take an interest in the progress of the assignment, but don't snoop. Call for progress reports and schedule reviews. Give appropriate rewards for successful completion of the work.

D. When delegation will not work:

1. When the employee is unwilling to accept responsibility.
2. When there is poor communication between the supervisor and employees, so that the employee is unable to understand what is expected of him/her.
3. When authority given is "de jure" only, not "de facto."

VIII. Working with committees.

A. Some comparisons between individual and committee performance:

1. Committees usually make more accurate decisions, but are often slower than individuals in solving structured problems.
2. Individuals produce more ideas, more unique ideas, and better ideas than do committees when creativity is a criterion.
3. Committees are usually more willing to take risk than are individuals.

B. Some factors affecting committee performance:

1. Member characteristics--homogeneity of attitudes with heterogeneity of personality types is most desirable.
2. Structural characteristics--groups of five to eleven members tend to make the most accurate group decisions, although smaller groups can achieve consensus more easily and larger groups can generate more ideas.

C. Some problems in group decision-making:

1. Individual dominance--one person may inhibit problem diagnosis and discussion by other members so that conformity and agreement appear to exist when all opinions may not have been considered.
2. Groupthink--the members' desire for uniformity and consensus may become stronger than their desire for accuracy and correctness.

D. Improving group decisions:

1. Avoid arguing for your own preferences. Present your position as lucidly and logically as possible, but listen to the other members' reactions and consider them carefully before you press your point.
2. Do not assume that someone must win and someone must lose when discussion reaches a stalemate. Instead, look for the next-most-acceptable alternative for all parties.

3. Do not change your mind simply to avoid conflict and to reach agreement and harmony. When agreement seems to come too quickly and easily, be suspicious. Explore the reasons and be sure everyone accepts the solution for basically similar or complementary reasons. Yield only to positions that have objective and logically sound foundations.
4. Avoid conflict-reducing techniques such as majority vote, averages, coin-flips, and bargaining. When a dissenting member finally agrees, don't feel that s/he must be rewarded by having his/her own way on some later point.
5. Differences of opinion are natural and expected. Seek them out and try to involve everyone in the decision process. Disagreements can help the group's decision because with a wide range of information and opinions, there is a greater chance that the group will hit upon more adequate solutions.

IX. Volunteers can be both a means of public relations/community education and also provide financial benefit.

A. Some benefits of using volunteers:

1. They are readily available. One in four Americans regularly volunteers, about evenly divided between males and females.
2. They are financially profitable. The average hourly value of volunteer services is over $6 per hour and there is an approximate return of $7 for every dollar invested in volunteer programs.

B. Some limitations to using volunteers:

1. Hours of service may be limited, not appropriate to your times of need, and undependable.
2. Supervision is needed in order to most effectively use volunteers.

X. Public relations is also a significant part of the public administrator's job.

A. The goal of public relations is to convince people that they should adopt a certain attitude or pursue a certain course of action. This is accomplished by:

1. Attracting attention.
2. Winning belief.
3. Imparting understanding.

B. The public relations procedure: (transparency)

1. Internal research--collect information and ideas from within the organization; "what is the message we want to send to the public?"
2. Integration with policy--apply judgment to be sure every message furthers management purposes.
3. Preparation of the message-- use appropriate form based on to whom the message is to be sent and the most effective means of reaching that target audience.
4. Communication--deliver the message to the public concerned.
5. External research--evaluate the extent to which the message has been received, the effect it has had, and the nature of the public's reaction.

C. Community relations techniques:

1. Encourage participation by the public. Actively seek feedback. Community open houses and tours for special groups are very successful public relations tools.
2. Participation in community groups and associations, both on a personal interest level and as a guest speaker.
3. News media:

a. Some guidelines for dealing with media representatives:

1. See that information given to reporters is accurate and complete.
2. Practice a genuine open-door policy. Be available for interviews.
3. Be as impartial and objective as possible. Learn to live with skepticism and misunderstandings.

b. Use specialized media, such as newsletters, for reaching specific groups.

XI. Speaking to public groups is often a difficult task: (transparency)

A. Speaking to outside groups, as opposed to more informal groups or those within the organization, means:

1. The audience may lack common interests.
2. More emphasis on formality is likely.
3. There is less opportunity for spontaneous communication.
4. There is a probability of wide influence and undivided attention.

B. Some necessities for any speaking, public or private:

1. Careful preparation for speaking.
2. Careful organization and wording of ideas.
3. Specific adaptation to audience, situation, and purpose.
4. Direct, natural and conversational delivery.
5. Clear, specific, understandable content.

XII. Conflict among employees or between the administrator and/or the organization and the public are causes for managerial concern, because conflict is a complex emotional response to a stressful situation.

A. Reasons for conflict:

1. Informational differences. The parties may have been exposed to different information and thus arrived at a different understanding of the issue and of what course of action makes the most sense.
2. Perceptual differences. Although the parties have been exposed to the same data, their past experiences may cause them to interpret it in different ways.
3. Role differences. People's situations or roles may cause them to take opposing positions.

B. Ways in which people may respond to conflict: (transparency)

1. Competing--going all out to win your objective at the other's expense; in using this mode it is essential that you know clearly what you want, why it is important, how you plan to "win", and what might happen to the other party.
2. Accommodating--neglecting your concerns to let the other party achieve what is important to him/her; sometimes this may be an indication that preserving a relationship is more important than winning a particular point.
3. Avoiding--abandoning the confrontation issue when there seems to be little chance of satisfactory resolution; used when the timing is wrong or issue isn't really critical.
4. Compromising--settling for "half a loaf" rather than risking an all-out win-lose struggle; may make sense, for example, when there is a limited budget and several projects require funding.
5. Collaborating--a mutual problem-solving process where each party accepts the other's goals and they work together to achieve the best for both; rather than a pie-dividing technique, it is pie-stretching maneuver.

XIII. Conflict can produce benefits as well as problems.

A. Advantages of conflict:

1. Conflict can lead to change. A dissatisfaction which leads to conflict may progress to change and adaptation of an improved course of action.
2. Conflict creates energy and activity. Competition is a form of conflict and many people perform better in competitive, pressure situations.
3. Conflict stimulates interest, curiosity, and ideas. Challenging proposals and plans normally leads to consideration of alternatives and more effective decisions.
4. External conflict results in internal group cohesion. A common outside threat can increase organizational commitment and cooperation.
5. Conflict can result in a reduction of tension. Bringing irritants into the open often makes it possible for differences to be resolved and interactions improved.

B. Disadvantages of conflict:

1. Extreme conflict can result in instability and chaos. Hostility develops between parties, and thoughts and actions center on negatives.
2. Conflict destroys cooperation and disrupts the flow of activity. Opposing factions within an organization tend to focus attention on the dispute rather than on the tasks necessary to achieve organizational purposes.
3. Extreme conflict reduces a reliance on reason and evokes emotional behavior. Suspicion and a lack of trust lead to concealment of activities, restricted communication, and distorted perceptions and relationships.

C. Management of conflict involves:

1. Negotiation--both parties meet to confront the problem and bargain until both are satisfied with the compromise reached.
2. Establishment of objectives--many times both parties can agree on a goal to be achieved even if they disagree violently on the methods to be used in reaching that goal.
3. Examination of the organizational system--a lack of knowledge, inadequate communication, unfair treatment, etc., will cause conflict. It is the administrators responsibility to:

   a. Review past actions, clarify the issues, attempt to discover the underlying causes of the conflict.
   b. Encourage parties to communicate freely and not hold back grievances.
   c. Prevent parties from attacking the opponent's sensitive spots that have nothing to do with the issues of the conflict.
   d. Keep discussions on specific issues; discourage aimless arguing.
   e. Follow up to be sure agreed upon resolution is being implemented and is handling the problem satisfactorily.

XIV. Motivational systems are based on theories of need satisfaction.

A. Maslow's hierarchy of human needs illustrates that people are motivated by a desire to satisfy primary needs, first of all; then, when basic needs are met, motivation comes from satisfaction of higher-level needs. The hierarchy includes: (transparency)

1. Physiological needs--the biological basics of food, shelter, rest, other physical necessities; for most workers, the paycheck enables the individual to purchase necessities.
2. Safety needs--protection against danger and threat from the uncertainties of life; group insurance plans, for example, help offer security.
3. Social needs--being part of a group, accepted and respected by peers.
4. Esteem needs--self-respect, recognition, achievement, status, and a sense of accomplishment which may be satisfied by meaningful work experiences.
5. Self-realization--the need for fulfillment of basic capabilities and potentialities, for being fully creative and fully occupied in doing a chosen task to the limit of capacity.

B. Herzberg's motivation-hygiene theory states that some aspects of the work situation (hygiene factors) merely keep employees from being dissatisfied rather than stimulating greater employee effort. Other factors (motivators) do create a supportive climate that encourages employee productivity and satisfaction. (transparency)

1. Hygiene factors:

   a. Working conditions.
   b. Money, status, security.
   c. Interpersonal relationships.
   d. Supervision (technical competence of boss).
   e. Company policies and administration.

2. Motivators:

   a. Recognition, achievement.
   b. Money (in some situations and to a certain degree only).
   c. Challenging work.
   d. Responsibility for work.
   e. Opportunity for growth and advancement.

C. Maslow's theory and Herzberg's theory are complementary. (transparency)

XV. Some motivation variables:

A. Factors affecting motivation:

1. The person doing the motivating. Dynamic personality is often considered a positive force in motivating others, but greater emphasis should be placed on ability to identify and sincere desire to satisfy the other's needs.
2. The persons being motivated. Such individual factors as education, age, marital status, financial status, health, beliefs, etc., affect the potential for motivation within a person.
3. The devices of motivation. Whether financial or nonfinancial, abstract or concrete, immediate or future, motivators must be carefully chosen and used. Employees and supervisors may not place the same value on particular motivators. (transparency)
4. The environment. Company history, management attitudes, and community economic conditions are all examples of environmental factors that affect motivation.

B. Motivational devices: (transparency)

1. Job enrichment--making work more interesting by expanding the scope of the job, adding variety of responsibilities, challenge, and a sense of accomplishment.
2. Management by objectives--employee determination of individual work goals and means of achieving those goals.
3. Job rotation--movement of personnel from one job assignment to another on a regular, orderly basis to increase work experiences and interest.
4. Participation--building employee pride and teamwork through management seeking advice, suggestions, and information from employees concerning ways in which work should be performed and problems should be solved.
5. Positive criticism--giving specific suggestions for improvement in a positive, supportive format.
6. Rewards and personal recognition given on the basis of performance.
7. Personal loyalty demonstrated by management for employees.
8. Communication--full information given to employees of company plans and open reception of employee grievances, problems, and concerns.
9. Elimination of dissatisfiers such as inequitable pay, unsatisfactory physical environment working conditions, etc.

PUBLIC ADMINISTRATORS
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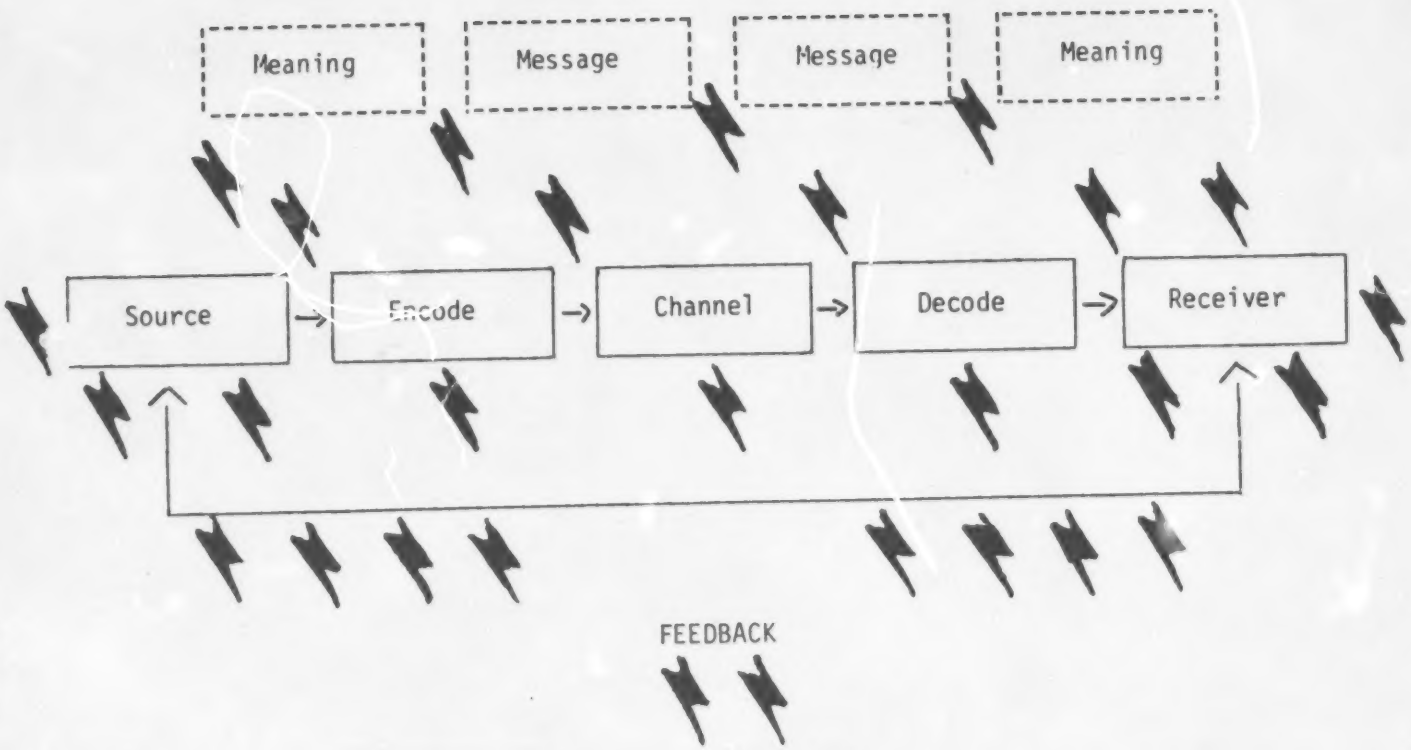
UNIT III

TRANSPARENCY MASTER #1

THE COMMUNICATION PROCESS

Idea
Thought
Need
Information



The process of human communication involves the transfer of meaning through the encoding of a message by a source who sends it through a channel to a receiver. The receiver decodes the message and provides feedback for the original source. The small lightning bolts represent noise, which is present at all stages of the communication process.

Source: Newport, M. Gene (ed.) Supervisory Management: Tools and Techniques. St. Paul: West Publishing Co., 1976, p. 158.

PUBLIC ADMINISTRATORS
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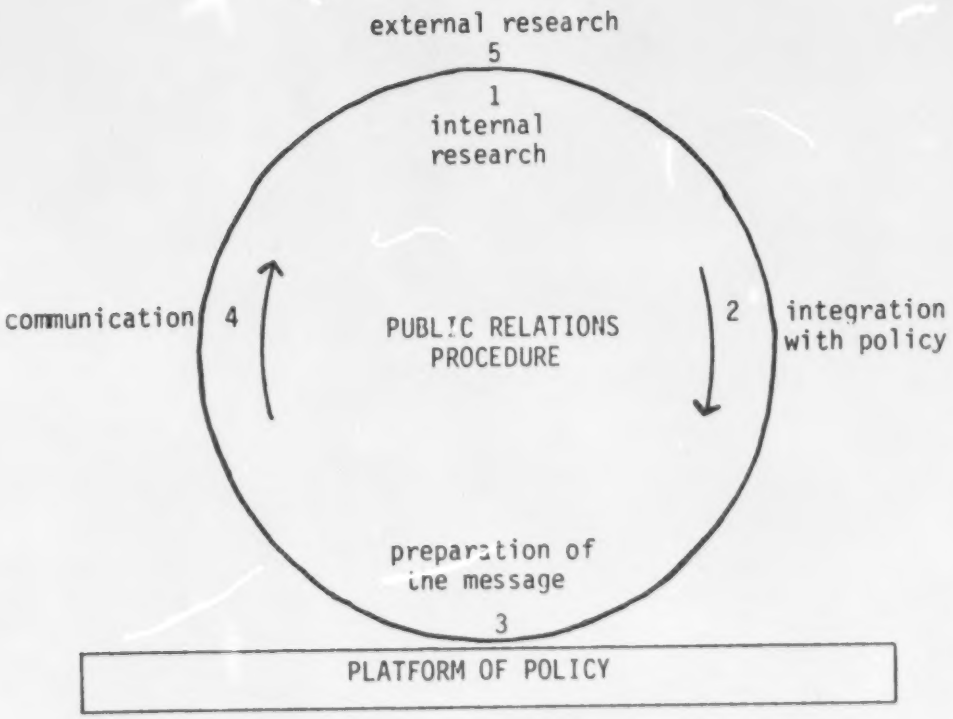
UNIT III

TRANSPARENCY MASTER #2



In the light of the effect indicated by external research, there is always the constant likelihood that more internal research will be needed, and thus the circle continues. A circle never ends, nor does the public relations of a living organization.

This simple diagram should make it clear that public relations cannot be equated with communications, which forms part, but not all, of the process.

Source: Stephenson, Howard (ed.) Handbook of Public Relations. New York: McGraw-Hill, 1971, p. 19.

PUBLIC ADMINISTRATORS
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UNIT III

TRANSPARENCY MASTER #3

TABLE OF COMPARATIVE CHARACTERISTICS

General Differences

Public	Private
Audience lacks bond of common interest with speaker.	Audience has bond of common interest with speaker.
Likely heterogeneity of qualities of members of audience.	Likely homogeneity of qualities of members of audience.
More emphasis on formality likely.	More emphasis on informality likely.
More emphasis on rituals and conventions of public address likely.	Less emphasis on rituals and conventions of public address likely.
Lesser opportunity for spontaneous and intimate communication likely.	Greater opportunity for spontaneous and intimate communication likely.
Probability of wider influence and effect likely.	Probability of restricted influence and effect likely.
Relatively undivided attention from members of formal audience.	Greater chance for distraction of attention from members of more informal audience.

General Similarities

Necessity for careful preparation for speaking.
Necessity for careful organization and wording of ideas.
Necessity for specific adaptation to audience, situation, and purpose.
Necessity for direct, natural, and conversational delivery.
Necessity for clear, specific, and understandable content.

Source: McLaughlin, Ted. J. Communication. Columbus: Charles E. Merrill Books, 1964.

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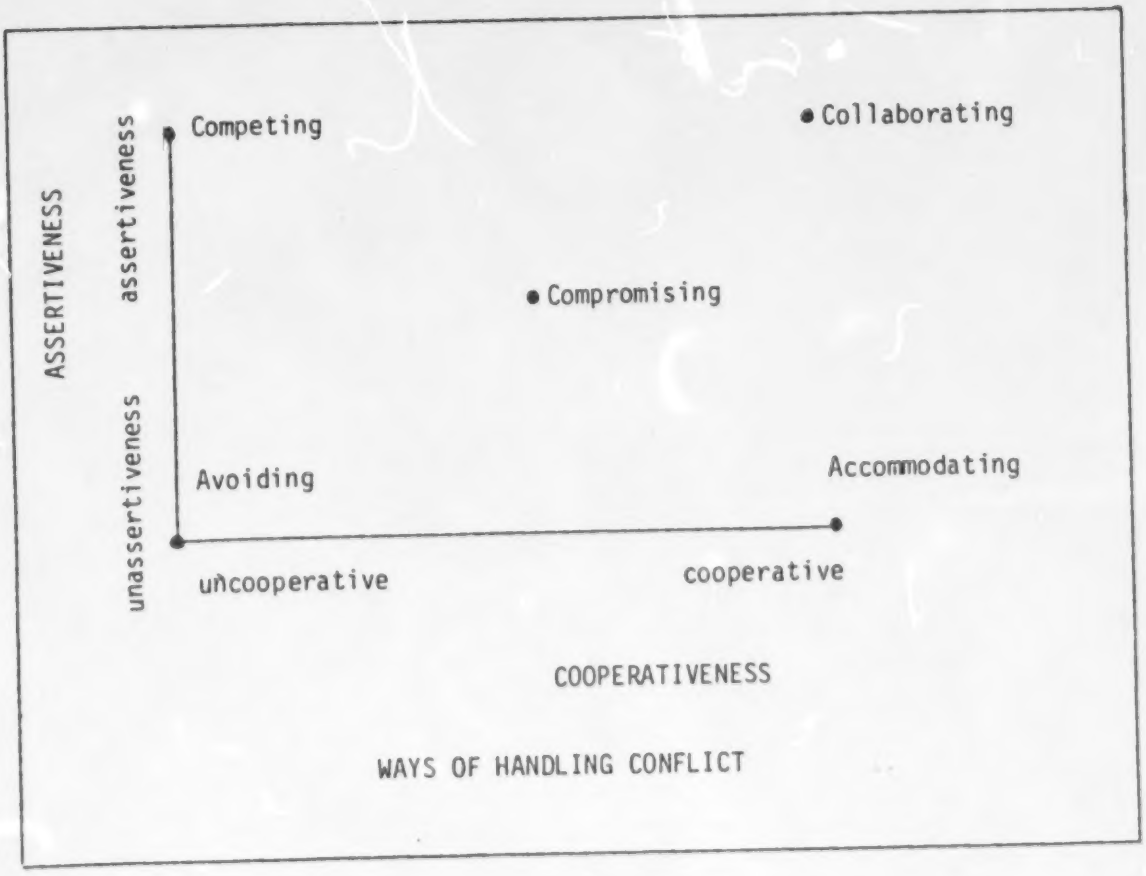
UNIT III

TRANSPARENCY MASTER #4



Source: Schmidt, Warren H. "Conflict: A Powerful Process for (Good or Bad) Change," Management Review, January, 1975, P. 125.

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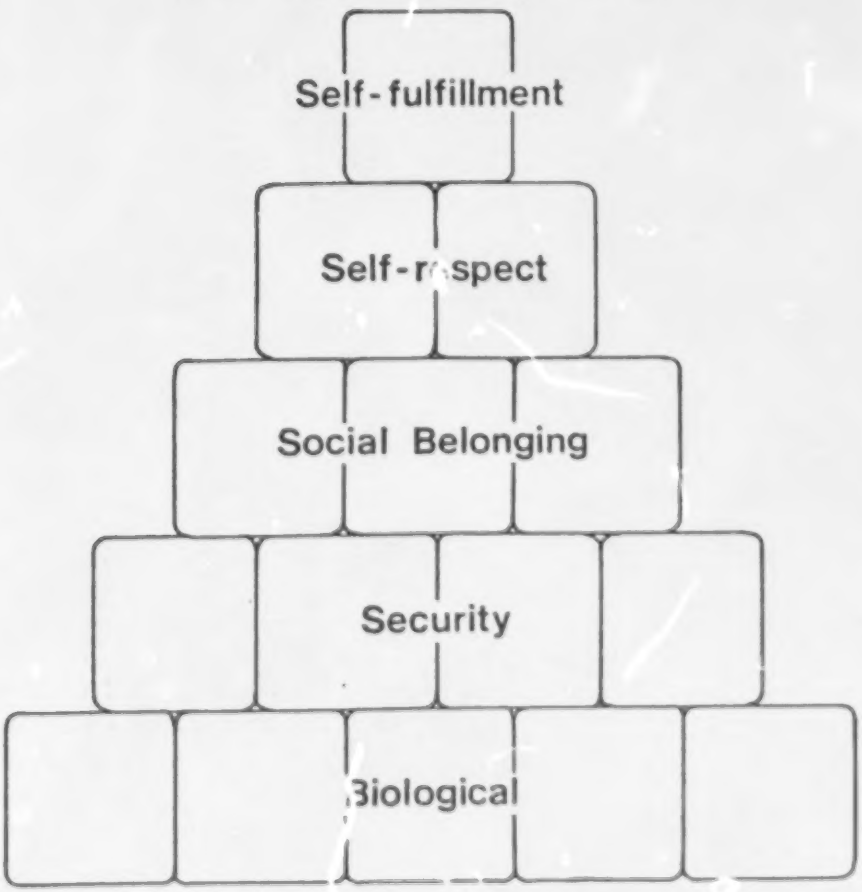
UNIT III

TRANSPARENCY MASTER #5

ORDER OF PRIORITY OF HUMAN NEEDS



Source: Haimann, Theo. Supervision: Concepts and Practices of Management
Cincinnati: South-Western Publishing Co., 1977, p. 56.

PUBLIC ADMINISTRATORS
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UNIT III

TRANSPARENCY MASTER #6

HERZBERG'S MOTIVATION THEORY

HYGIENE FACTORS	MOTIVATORS
Working Conditions	Recognition
Money, Status, Security	Opportunity for Advancement
Interpersonal Relationships	Challenging Work
Supervision	Responsibility for Work
Company Policies and Administration	Opportunity for Growth and Advancement

Source: Preston, Paul. Management for Supervisors. Englewood Cliffs: Prentice-Hall, 1978, p. 197.

PUBLIC ADMINISTRATORS
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UNIT III

TRANSPARENCY MASTER #7

MASLOW	HERZBERG
Physiological	Money
Security	Security, Working Conditions
Social	Status, Interpersonal Relationships, Supervision, Company Policies, and Administration
Esteem	Recognition, Challenging Work, Responsibility for Work, Opportunity for Growth, Advancement, and Development
Self-Actualization	

Source: Preston, Paul. Management for Supervisors. Englewood Cliffs: Prentice-Hall, 1978, p. 198.

PUBLIC ADMINISTRATORS
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TRANSPARENCY MASTER #8

HOW SUPERVISORS AND WORKERS RATED TEN JOB CONDITIONS

Job Conditions	Workers' Rating	Supervisors' Rating
Full appreciation for work done	1st	8th
Feeling "in" on things	2nd	10th
Sympathetic understanding of personal problems	3rd	9th
Job security	4th	2nd
Good wages	5th	1st
Interesting work	6th	5th
Promotion and growth with company	7th	3rd
Management loyalty to workers	8th	6th
Good working conditions	9th	4th
Tactful disciplining	10th	7th

Source: Haimann, Theo. Supervision: Concepts and Practices of Management. Cincinnati: South-Western Publishing Co., 1977, p. 64.

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TRANSPARENCY MASTER #9

Source, Terry, George R. Supervision. Homewood: Richard D. Irwin, 1978, p. 239.

PUBLIC ADMINISTRATORS
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UNIT III

ASSIGNMENT SHEET #1

Take this self-quiz and evaluate your communication effectiveness:

In carrying out communication, do you:

	Yes	No	Don't know
1. Determine the precise purposes of the communication; do you have something to say?	_____	_____	_____
2. Include your objectives in your message; no bias or prejudice is included?	_____	_____	_____
3. Evaluate the types and amount of information required to reach your objective?	_____	_____	_____
4. Give your communication clarity; is it briefly and simply stated?	_____	_____	_____
5. Select the words and language needed to meet requirements of the situation and the receiver?	_____	_____	_____
6. Employ gestures, drawings, and visual effects to aid in conveying your message?	_____	_____	_____
7. Encourage feedback so that truly two-way communication is present?	_____	_____	_____
8. Make it easy for the receiver to ask questions?	_____	_____	_____
9. Create the correct mood, attitude, and impression for the reaction you want?	_____	_____	_____
10. Strive to understand what the receiver's reply really meant?	_____	_____	_____
11. Listen and "hear the receiver out," even though you anticipate what will be said. Did you cut the discussion short assuming the receiver would say or do the right thing?	_____	_____	_____
12. Provide the receiver a definite course, action, or belief to follow as a result of the communication?	_____	_____	_____
13. Find yourself falling asleep when listening to a speech, even though you're sitting upright and paying attention?	_____	_____	_____

	Yes	No	Don't know
14. Find that you get quickly bored and lose interest when a person talks in a dull voice or in an unfamiliar accent?	_____	_____	_____
15. Listen only for facts?	_____	_____	_____
16. Let your mind wander and daydream when you should be listening?	_____	_____	_____
17. Read things that are easy to read and avoid difficult readings; "turn off" television programs or speakers who are "over your head?"	_____	_____	_____
18. When listening to someone make a presentation, make an outline (either in your head or by taking notes)?	_____	_____	_____

Source: Preston, Paul. Management for Supervisors. Englewood Cliffs: Prentice-Hall, 1978.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

ASSIGNMENT SHEET #2

Read the following case study and answer the questions:

THE BUS BARN

Bob Washington was upset and was looking for Ed Graham. Ed is the supervisor of the maintenance yard of the Tri-County Bus Lines, and Bob is the senior mechanic on the day shift. Both men have been with the company for about 20 years, and they are social as well as on-the-job friends. However, that friendship was not much in evidence as Bob stormed into Ed's office.

"Ed, what's this nonsense about having to take next Friday off, and with no pay? It doesn't sound fair at all, especially with all the time I've put in on the job for this outfit. I think some consideration should be given to us hourly guys. You supervisors get your pay, no matter how many days you work, but in the trenches we only get paid when we work, and it looks like Friday we don't!"

Ed was surprised at Bob's information. He'd heard nothing about any Friday layoff, although the top management did discuss the possibility of cutting back some of the hours in the maintenance area because of the general economic slowdown. But, to the best of Ed's knowledge, nothing was ever decided, and surely Bob knew that Ed would square with him if a decision was reached.

Ed called Jerry Browne, the operations manager, and asked him about Washington's allegation. Browne assured Ed that this was not the case, and that Washington must have heard an unfounded rumor.

Just as Ed was planning to leave for the day, he got a call from Jerry Browne. Browne just received a note from the top management instructing him to post a notice that all hourly workers were to be given Fridays off without pay for an indefinite period. This move was necessary because of declining profits and increased competition from another bus line. The notice went on to state that supervisory and office personnel and the drivers were not affected by this move "at this time."

Jerry Browne apologized to Ed for apparently misleading him this morning. "This is the first I knew about it," Jerry protested.

Ed slammed down the phone and quickly dialed his friend Bob. As the phone rang, Ed began to think. "Just what can I say, after my assurances this afternoon?"

1. Is this problem a common one for supervisors?
2. How would you evaluate the communication system in the company?
3. What can Ed say to Bob?

Source: Terry, George R. Supervision. Homewood: Richard D. Irwin, 1978.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
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ASSIGNMENT SHEET #3

Read the following situation:

Supervisor Joe has taken a deep look at himself and his department and has decided he must delegate more to his employees for the following reasons: (1) He has been working fifty hours a week instead of forty. (2) The pressure of trying to get everything done has put him on edge with some of the staff. (3) He has not been sleeping well because of worry. Last night he spent three hours formulating a list of responsibilities he might delegate to his five employees. The list is as follows:

1. A weekly report that takes fifty minutes to prepare. This report could easily be delegated to Mrs. R., but it would reveal certain departmental figures that have not been revealed to employees in the past. There is nothing secret about the data, but Joe feels he might lose control if everybody knows what goes on.

2. A weekly fun job that Joe has always enjoyed doing. Miss Q. would love to do the job (she would probably do it better than Joe), but Joe wants to keep it because it keeps him closer to his employees and facilitates communication. This job usually takes about one hour.

3. A very routine weekly stock or supply room count that takes an hour and a half. Joe has delegated this job before, but he always winds up taking it back because the grumbling from the employee disturbs him more than doing the job himself. Besides, sometimes the count is wrong and he ends up doing the job himself anyway.

4. A very short (fifteen-minute) telephone call every day at 4:00 p.m. to get some data to the computer center. Joe has refused to delegate this because if it is not done accurately he will be held responsible. Mr. K. would be able to do the job and not be overloaded.

5. A daily (ten-minute) delivery job of a special report. Joe has kept this to himself because it gives him a chance to have a cup of coffee and he can play a little politics.

6. A special routine meeting each month which many supervisors already delegate to a subordinate. It would be excellent training for Mr. G. to have this assignment. Joe has kept it to himself, however, because he is afraid that something will happen at the meeting that he won't know about.

Now decide which things Joe should delegate. Give reasons for your choices.

Source: Chapman, Elwood N. Supervisor's Survival Kit. 2nd ed. Chicago: Science Research Assoc., 1975.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

ASSIGNMENT SHEET #4

PUBLIC OPINION FORMATION

Hodges Paper Corporation

Read the following case study and decide what can be done to correct the problem situation:

The Hodges Paper Corporation, Chicago, Illinois, manufactures and distributes annually $300 million worth of shipping containers, paper, and fiberboard. Eight mills are located in six states in the United States, in addition to mills in England, France, and Italy. More than 10,000 men and women are employed by the corporation in its domestic and foreign plants and sales offices.

The public relations of the corporation is administered by a headquarters staff of 30, organized in five sections: advertising, publicity, community relations, photography, and research and statistics. Each section is headed by a manager who is responsible to the vice president in charge of public relations.

In the eight communities in the United States where Hodges' mills are located, the corporation, in common with other paper producers, is confronted with two public relations problems, air pollution and stream pollution. One Hodges mill, located in a Virginia community of 60,000, disposed of its waste in a river that runs through the city. Public opinion in the community was highly critical of the company for contaminating the local water supply.

The corporation recognized that it had an obligation and a responsibility to the community, as well as to its 2,000 employees living in the area, to correct the difficulty. Accordingly, Hodges invested more than $3 million in installing a waste-recovery process, but in so doing created an unforeseen air-pollution problem of community wide magnitude.

When the waste-recovery plant began operation, the odor from the mill became more noticeable in the community because it was changed in character by the new recovery process. The mill odor overrode most other community odors, and when the numerous community odors mingled, the paper-mill odor was the most distinguishable.

Many people in the mill community believed that Hodges was wholly to blame for the community's air-pollution problem. Public opinion was highly critical of the company and expressed it in angry telephone calls, threatening letters, and other forms of harassment. The editorial columns of the daily papers condemned the company for the offensive odors that polluted the air.

The city in which the mill is located has had a long-standing odor and smog problem. The area is plagued with frequent air inversions. A concentration of industry in the river valley in which the city is situated aggravates the difficulty. The management of the Hodges mill recognizes that the company is involved in the air-pollution problem and should take some action to solve the difficulty.

What can the Hodges organization do to improve community relations? How can the city administration help?

Source: Canfield, Bertrand R. Public Relations. 5th ed. Homewood: Richard D. Irwin, 1968.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

ASSIGNMENT SHEET #5

Read the following case study and answer the questions:

The Young College Graduate and the Old Superintendent

Situation: You are a consultant to the manager of a garment manufacturing plant in a small southern town. The manager has been having trouble with two of his employees: Ralph, the plant superintendent, and Barbara, the production scheduler. Ralph is 53 years old and has been with the company since he was released from military duty after World War II. He started as a warehouseman with a sixth-grade education and worked his way up through the ranks. Until recently, Ralph handled the production scheduling function himself along with his many other duties. He was proud of the fact that he could handle it all "in his head." As the volume of production and the number of different products grew, however, the plant manager felt that significant savings could be attained through a more "scientific" approach to scheduling. He believed that he could save on raw materials by purchasing in larger lots and on production set-up time by making longer runs. He also wanted to cut down on the frequency of finished good stock-outs, and when backlogs did occur, he wanted to be able to give customers more definite information as to when goods would be available. He wanted to have a schedule documented for at least two months into the future with daily updates.

Barbara is 24 years old, and grew up in the Chicago area. This is her first full-time job. She earned a Master of Science in Industrial Engineering from an eastern engineering school. She jumped right into the job and set up a computer-assisted scheduling system using a time-sharing service with a teletype terminal in her office. The system is based on the latest production scheduling and inventory control technology. It is very flexible and has proven to be very effective in all the areas that were of interest to the plant manager.

Plant Manager: Sometimes I just want to shoot both Ralph and Barbara. If those two could just get along with each other, this plant would run like a well-oiled machine.

Consultant: What do they fight about?

Manager: Anything and everything that has to do with the production schedule. Really trivial things in a lot of cases. It all seems so completely senseless!

Consultant: Have you tried to do anything about it?

Manager: At first I tried to minimize the impact of their feuds on the rest of the plant by stepping in and making decisions that would eliminate the point controversy. I also tried to smooth things over as if the arguments were just friendly disagreements. I thought that after they had a chance to get accustomed to each other the problem would go away. But it didn't. It got to the point that I was spending a good 20 percent of my time stopping their fights. Furthermore, I began to notice that other employees were starting to take sides. The younger women seemed to support Barbara; everybody else sided with Ralph. It began to look as if we might have our own little war.

Consultant: What's the current situation?
Manager: I finally told them both that if I caught them fighting again. I would take "very drastic action" with both of them. I think that move was a mistake though, because now they won't even talk to each other. Barbara just drops the schedule printouts on Ralph's desk every afternoon and walks away. Ralph needs some help in working with those printouts, and Barbara needs some feedback on what's actually going on in the plant. Frankly, things aren't going as well production-wise now as when they were at each other's throats. And the tension in the plant as a whole is even worse. They are both good people and outstanding in their respective jobs. I would really hate to lose either one of them, but if they can't work together, I may have to let one or both of them go.

1. Why is this conflict occurring?

2. What method did the manager use in dealing with this conflict situation? Was if effective?

3. Recommend an approach for resolving the conflict.

Source: Rue, Leslie W. and Lloyd L. Byars. Management: Theory and Application. Homewood: Richard D. Irwin, 1977.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

ASSIGNMENT SHEET #6

Read the following case study and answer the questions:

THE REAL WORLD

"Recognition? You gotta be kidding. Why, my truckers are the best paid in the area. They're not here long enough to get any recognition. If they're not on the road hauling their rigs and making dough, they're in some bar getting rid of it as fast as they can spend it. Recognition and motivation is just a lot of hooey. I drove trucks in my day, and we did it for cold, hard cash. You don't baby trucking people. You pay 'em and leave 'em alone!

"My management philosophy? It's simple. It's based on the facts of life. I hire the best men in this area, and I pay 'em top dollar. I'm not about to waste my time and energy worrying about theory nonsense some professor spouts off. Those guys just never met truckers."

1. Do you agree with this philosophy?
2. Is it a realistic viewpoint?
3. Are there viewpoints this supervisor is overlooking? Do people want only money?

Source: Preston, Paul. Management for Supervisors. Englewood Cliffs: Prentice-Hall, 1978.

PUBLIC ADMINISTRATORS
IN'S AND OUT'S OF COMMUNICATIONS
UNIT III

REVIEW SHEET

Check what you have learned about communications, management techniques, committees, public relations, conflict management, and motivation, by completing the review sheet below. Then check your answers with the information sheet materials. If you get all fifteen items right, you're doing a terrific job! Twelve right is good; ten right is fair, and if you get eight or less right, you need some review on the principles.

1. Match the following terms and their definitions:

_____ A. Communication	1. A process by which supervisors entrust certain employees with the accomplishment of specific work objectives.
_____ B. Conflict	2. Disagreement between two or more parties resulting from an incompatability of facts, methods, goals, or values.
_____ C. Delegation	3. The act of stimulating someone to take a desired course of action.
_____ D. Motivation	4. The management function which evaluates public attitudes, identifies the policies and procedures of the organization with the public interest, and executes a program of action to earn public understanding and acceptance.
_____ E. Public relations	5. The transmission and reception of a message that travels between two or more persons.

2. List three forms of communication and four advantages and disadvantages of oral and written communication.

forms:

a.

b.

c.

advantages and disadvantages:

a.

b.

c.

d.

3. Diagram the communication process and list seven barriers to communication.

diagram:

barriers:

a.

b.

c.

d.

e.

f.

g.

4. Discuss seven suggestions for improving communications.

a.

b.

c.

d.

e.

f.

g.

5. Discuss the skill of listening, specifically three tips for increasing listening ability.

a.

b.

c.

6. List five guidelines for giving instructions, five tips for holding effective employee meetings, and three characteristics of effective memos and reports.

guidelines:

a.

b.

c.

d.

e.

meetings:

a.

b.

c.

d.

e.

memos and reports:

a.

b.

c.

7. Discuss delegation, specifically five reasons why managers should delegate, five reasons why managers fail to delegate, five delegation techniques, and three instances when delegation will not work.

reasons:

a.

b.

c.

d.

e.

fail:

a.

b.

c.

d.

e.

techniques:

a.

b.

c.

d.

e.

will not work:

a.

b.

c.

8. List two ways in which committees compare favorably with individual performance, two factors affecting committee performance, two problems in group decision-making, and four ways of improving group decisions.

ways:

a.

b.

factors:

a.

b.

problems:

a.

b.

improving:

a.

b.

c.

d.

9. List two benefits and two limitations of using volunteers.

benefits:

a.

b.

limitations:

a.

b.

10. Diagram the public relations procedure and discuss three community relations techniques the public administrator might use.

diagram:

techniques:

a.

b.

c.

11. List four points of difference in public groups as opposed to informal, internal groups, and five necessities in public speaking.

differences:

a.

b.

c.

d.

necessities.

a.

b.

c.

d.

e.

12. Discuss conflict, specifically three reasons for conflict and five ways in which people respond to conflict.

reasons:

a.

b.

c.

respond:

a.

b.

c.

d.

e.

13. List five advantages and three disadvantages of conflict and three steps in the management of conflict.

advantages:

a.

b.

c.

d.

e.

disadvantages:

a.

b.

c.

steps:

a.

b.

c.

14. Compare and contrast the motivational theories of Maslow and Herzberg.

15. List four factors affecting motivation and seven motivational devices.

factors:

a.

b.

c.

d.

devices:

a.

b.

c.

d.

e.

f.

g.

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

UNIT OBJECTIVES

This unit will give the public administrator an opportunity to increase management skills in regard to personnel techniques and management, and staff development. In studying the topics, specific techniques for each will be presented as well as opportunities to participate in actual practice activities.

SPECIFIC OBJECTIVES

Upon completion of this unit, the participant should be able to:

1. Match the following terms and their definitions: arbitration, collective bargaining, conflict, discharge, grievance, job description, motivation, performance appraisal, termination.

2. List the three questions on which effective hiring practices are based.

3. Describe the four hiring tools which may be used.

4. Discuss job descriptions, specifically naming five things a job description should contain, five guidelines for writing a job description, and five uses of job description information.

5. List five purposes of performance appraisals and seven steps to be taken in conducting performance appraisals.

6. Discuss five bases for termination of employment and the three agencies which have curtailed the right to discharge employees.

7. List five guidelines for human relations skills, seven indications that an employee is having a problem, and the five D's of counseling employees who have problems.

8. Discuss three ways in which administrators can prepare for unionization and seven subjects usually covered in union contracts.

9. Discuss techniques for dealing with employee grievances, including three causes of grievances, three stages in the development of a grievance, and seven tips for handling disagreements.

10. Discuss the development of staff potential, specifically five benefits that accrue to the company, five errors to be avoided in training employees, five means of facilitating learning, and seven methods of developing staff potential.

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

SUGGESTED ACTIVITIES

I. Instructor:

A. Provide participants with objective sheet.
B. Provide participants with information and assignment sheets.
C. Discuss objectives.
D. Discuss information and assignment sheets.
E. Discuss review sheets.

II. Participants:

A. Read objectives.
B. Study information sheets.
C. Complete assignment sheets.
D. Check that objectives can be achieved.
E. Complete and check review sheets.

INSTRUCTIONAL MATERIALS

I. Included in this unit:

A. Objectives
B. Information sheets
C. Transparency masters

1. Summary of a selection procedure
2. Personnel tests
3. Interviewing procedure
4. Job description form
5. Steps in performance evaluation
6. Performance standards
7. Employee problems
8. Staff development

D. Assignment sheets

1. Job description
2. Termination case study
3. Grievance case study

E. Review sheets

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REFERENCE CODE:

A--personnel techniques
B--personnel management
C--staff development

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

INFORMATION SHEET

I. Terms and definitions:

A. Arbitration--An agreement by both parties in a dispute to submit the issue to an impartial umpire whose decision both parties agree to accept.
B. Collective bargaining--The process whereby authorized representatives of the employer meet with authorized representatives of the employees to establish wages, hours, and working conditions.
C. Discharge--A permanent separation from the payroll, usually because of some inadequacy or offense by the individual.
D. Grievance--A complaint, expressed in writing or orally, on a company-related matter.
E. Job description--A word picture, in writing, of the organizational relationships, responsibilities, and specific duties that constitute a given job or position.
F. Performance appraisal--A management control designed to provide a report of how well individuals are performing to standards.
G. Termination--Separation from the payroll or cessation of employment for whatever reason.

II. Effective hiring practices are based on answers to questions such as:

A. What are the requirements of the jobs to be filled?
B. What kinds of and how much personnel is needed?
C. From what sources may the required personnel be found?
D. What procedures should be used to select candidates for employment?

III. The hiring process may include use of these tools: (transparency)

A. The application blank

1. Should be brief, in order not to discourage employees who are unaccustomed to doing a great deal of writing.
2. Should contain only items that, according to company experience, are correlated with job success; might include:

a. Physical specifications; e.g., "must be able to lift 100 lbs." (may be determined by height, weight, physical problems questions)
b. Mental specifications; e.g., "ability to read electrical circuits" (may be determined by education and/or previous experience questions
c. Emotional, behavioral, and social specifications; e.g., "must be able to handle customer complaints"

B. Employment tests

1. Considerations for using tests:

   a. Cost
   b. Time--short tests are generally preferred, to avoid boredom and fatigue
   c. Validity--does the test actually measure what it is supposed to measure?
   d. Ease of administration and scoring

2. Kinds of tests: (transparency)

   a. Intelligence
   b. Dexterity
   c. Aptitude tests
   d. Personality
   e. Supervisory abilities
   f. Interest

C. Checking references

1. Verify by letter or telephone. Advantages of telephone:

   a. Quicker
   b. More candid

2. Questions to ask:

   a. When did the person start with the company and when did s/he leave?
   b. What were the specific job duties of the person?
   c. What is your rating of the job performance of the person in terms of volume and quality of work?
   d. Did the person have any promotions or demotions during the work period?
   e. What did you find was the most effective way of motivating this person?

D. Interview (transparency)

1. Purpose of the interview: to determine the degree to which the applican possesses desired qualities and to select the candidate who will best advance the business' objectives.
2. Rules of interviewing:

   1. Use a comfortable, quiet setting where interruptions are unlikely.
   2. Clearly establish the objectives of the interview before beginning.
   3. Respect the interests and individuality of the interviewee. Be sensitive to his/her feelings; do not use trick questions or assume an attitude of superiority.
   4. Make the interviewee feel at ease.
   5. Encourage the interviewee to talk freely.
   6. Listen carefully and try to determine the interviewee's meaning. Don't be "turned off" by certain words.
   7. Avoid expressing personal views and opinions.
   8. Close the interview diplomatically. Give a decision, if possible, or indicate next steps to be taken by candidate.

3. Major areas to be covered in the interview:

    1. Tell me about your work history; how you got the jobs, the kinds of work you did and your reasons for leaving.
    2. What is most important to you in a job? What do you care least about in a job?
    3. What experience during your school days stood out as meaning the most to you?
    4. What do you believe to be your strong points as a person?
    5. What position do you want to hold ten years from now?
    6. Why should we hire you?

IV. Job descriptions:

A. A job description should contain: (transparency)

1. Job title.
2. Location of job by department.
3. Purpose of job.
4. Relationship of job to other jobs, supervision given and received.
5. Degree of responsibility. (Such factors as education, experience, and judgment necessary for the proper performance of job should be noted).
6. Job duties. (In addition to listing, classify duties as regular, periodic, infrequent, or occasional).
7. Working conditions. (If they require unusual safety precautions; if they are unpleasant, uncomfortable or difficult, these facts should be listed).
8. Machinery or equipment operated. (Job description should describe skills required).

B. Guidelines for writing a job description:

1. Be clear and use nontechnical language whenever possible. A good job description explains the objectives, duties and responsibilities of a job so precisely that they are readily understandable to both employee and management.
2. Avoid the narrative form. Simply list the important details; don't tell a story.
3. Refer to job titles rather than people. For example, "Reports to Direct of Personnel" instead of "Reports to Joe Smith."
4. Describe the job thoroughly but remember that the length of a job description doesn't increase the importance of the job. Be concise, yet complete.
5. Stress what a jobholder does instead of attempting to explain a procedur that must be used. For example, "Records appointments" instead of "A record of appointments must be kept in a date book."
6. Avoid fuzzy language. An expression like "handles outside contacts" might apply to a sales manager or a receptionist.
7. Be precise in defining responsibility.

C. Uses of job description information:

1. Hiring. A job description provides the standards against which a job applicant can be evaluated.
2. Training. Description of duties and equipment used form the basis for training information.
3. Performance appraisal. Instead of rating an employee on personal characteristics, evaluation can be based on attainment of job goals as indicated by the job description.
4. Promotion and transfer. The job description charts the routes of promotion by identifying lines of responsibility.
5. Labor relations. A written record of the standard job function is valuable in resolving labor disputes.

V. Performance appraisals:

A. Purposes of performance appraisal:

1. Improvement of performance. Points up areas of performance slippage and provides climate for planning improvements.
2. Basis for personnel action. Frequently tied to promotion, demotion, transfer, and salary increases.
3. Determining training needs. Spots patterns of problems which may influence future training areas.
4. Improving supervisor-employee communication. Sets a definite time and format for discussing employee progress.
5. Feedback on standards and supervision. Employee should be given opportu to comment on expected performance, supervisory assistance, etc.

B. Steps to be taken in conducting performance appraisals: (transparency)

1. Prepare performance requirements in connection with the job description.
2. Determine what and how well the employee is expected to do. (transparen
3. Discuss the performance requirements with the employee. Be sure he understands what is expected of him and believes he <u>can</u> do it. If necessary, adjust the requirements.
4. Observe what the employee does on the job.
5. Evaluate the employee's performance against the requirements. Be objective; do not judge on personal characteristics or other criteria which are not essential to the performance requirements. Be specific about what was expected and how close the employee has come to meeting those expectations.
6. Discuss the evaluation with the employee Give adequate credit for what he has accomplished as well as reviewing those things which have not bee accomplished. Emphasize where improvement is needed and why it is neede
7. Take appropriate action. Be specific about targets to be met in the period ahead and how they can be achieved.

VI. Discharging an employee is the most extreme disciplinary measure which can be taken, and should be used with extreme caution.

A. Termination of employment, like other disciplinary action, should be based on:

1. Advance warning--employees must know what the rules and regulations are and which acts will lead to discipline.
2. Chance to improve--the employee should be warned of the possible consequences of his/her actions and then given encouragement to improve.
3. Immediacy--the disciplinary process should begin as soon as possible after the violation has been noticed but haste which might lead to unwarranted actions must be avoided; get all the facts and make an investigation, if necessary.
4. Consistency in application and enforcement--any exceptions must be accepted as valid by other employees.
5. Impersonality--penalties should be connected with the act and not based upon the personality involved.
6. Documentation--administration must keep records of what happened and the decisions reached.

B. The right to discharge employees has been curtailed by:

1. Unions--collective bargaining agreements specify that workers can be discharged only for "just cause" or good and sufficient reason.
2. Civil service systems--governmental employees cannot be fired without substantial evidence, warnings given beforehand, proper procedures followed in processing the dismissal; employee has due process appeal rights.
3. Protective labor laws--such as Equal Employment Opportunity provisions against discrimination and the National Labor Relations Act provisions against firing employees engaged in union activities.

VII. Personnel management ranges from everyday relationships to employee problems and contract negotiation.

A. Dealing with many and various personalities is always a managerial challenge. Some general guidelines for human relations skills include:

1. Empathy--the ability to look at things from the other person's point of view; not agreeing with the other's feelings, but respecting those feelings.
2. Self-awareness--knowledge of your own personality and behavior patterns; your impact on others, your particular prejudices, values, weaknesses, habits, etc.
3. Acceptance of individual differences--realization that each person is unique and there are no "sure answers" for dealing with people.
4. Perceptual awareness--each person interprets things in his/her own particular way which can result in conflict and misunderstandings.
5. An employee orientation--as opposed to a production orientation, this manager expects a good deal from his/her employees but is also considerate of them as human beings and concerned about developing them on the job and helping them with their problems.

B. Indications that an employee is having a problem:

1. Exhibits marked reduction in interest or effort.
2. Becomes unusually critical of others or of self.

3. Becomes overly sensitive or defensive.
4. Becomes ill-tempered, irritable.
5. Becomes inattentive, preoccupied.
6. Begins to have difficulty in expressing thoughts.
7. Becomes unusually quiet or reclusive.
8. Increased accidents.
9. Increased fatigue.

C. In counseling employees who have problems, remember the five R's:

1. Right purpose--counseling is not to be used to pry into employees' lives, but rather to strengthen, maintain, or restore the working relationship and the employee's effectiveness.
2. Right time--counseling is a sensitive process and should be done only when it is necessary and when both parties are willing to openly communicate.
3. Right place--counseling should be done in privacy, away from distractions, and in confidence.
4. Right approach--supervisor should take a nondirective approach and allow the employee to do most of the talking, rather than "giving the solutions" to employee problems.
5. Right techniques--the supervisor should follow these principles of interviewing:

   a. listen patiently to what the employee has to say.
   b. refrain from criticizing or offering hasty advice.
   c. never argue with an employee while you are counseling.
   d. give your undivided attention to the employee.
   e. look beyond the mere words of what the employee says--listen to see if s/he s trying to tell you something deeper than what appears on the surface. (transparency)

VIII. Dealing with unions:

A. Public administrators can best prepare for unionization by having:

1. Sound position classification and pay plans that provide for competitive salaries and employee benefits
2. Clearly defined personnel policies that are applied uniformly and consistently
3. A grievance procedure that provides an orderly, expeditious, equitable process for dealing with problems

B. Subject matter usually covered in union contracts and labor agreements:

1. Management perogatives--the rights, responsibilities, and areas of action not subject to union interaction
2. Union recognition--acknowledgement of the rights of the union
3. Hours of work
4. Wages
5. Vacations and holidays
6. Working conditions

7. Seniority
8. Layoffs and rehiring
9. Arbitration and mediation
10. Renewal clauses

IX. Dealing with employee grievances:

A. Causes of grievances:

1. Causes relating to the labor agreement--e.g., differences of interpretation between employee and management regarding contract provisions or personnel decisions.
2. Causes relating to the job--e.g., failure of employee to find satisfaction in the job or dissatisfaction with supervisory practices.
3. Causes relating to personal problems.

B. Stages in the development of a grievance:

1. A dissatisfaction with some aspect of employment, expressed in the form of a request for change; anger is minimal.
2. A complaint built up as a result of the inability to reach an understanding; anger and resentment grow.
3. A grievance, or the formalized written form of the dissatisfaction, with considerable resentment present.

C. Tips for handling disagreements before they become grievances:

1. Listen with interest. Listen to get the employee's point of view, to understand his/her feelings about the problem, and to show respect for the seriousness of the matter.
2. Consider the complaint important. Even if the complaint seems to be without foundations, demonstrate that employee concerns will get full attention.
3. Keep calm. Maintain control of temper and use clear thinking rather than anger, sarcasm, or belittling.
4. Get the grievance defined and described as clearly as possible.
5. Get all the facts that explain when, how, where, to whom, and why the grievance occurred. Ask the employee questions, check pertinent records, and review rules, to be sure the information is accurate and complete.
6. Establish tentative solutions to the problem and decide on the best one. Check your decision against the available information and previous cases.
7. Give or get a direct answer. If possible, give the answer immediately and in clear, understandable terms. If delay is necessary, keep the employee informed on the progress being made and the reasons for delay.
8. Sell the decision. Strengthen future relations by assuring the employee that his complaint received careful consideration and by thoroughly explaining the decision reached.
9. Follow up the case to see that it has been handled satisfactorily and the trouble eliminated.

D. Grievances may follow a series of several steps, or may be satisfactorily resolved at any point in the process. The usual grievance procedure:

1. The employee, with or without representation, confers with the supervisor.
2. The employee and his/her representative present the grievance in writing to the next higher authority.
3. The employee's grievance, with the support of higher representation, is taken to top-line management.
4. The grievance is taken to arbitration.

X. Development of employee potential should always be a concern of an organization

A. Benefits accrue to the company who develops staff potential:

1. Increased productivity. Quantity and quality of output can be increased when employees are instructed in specific job performance skills.
2. Heightened morale. The employee will feel more at ease when s/he has general information on company policies, procedures, and rules. Complaints, absenteeism, and turnover will be reduced.
3. Reduced supervision. Greater independence is possible only when the employee is well-trained.
4. Reduced accidents, spoiled work, and damage to equipment.
5. Increased organizational stability and flexibility. The employee's value to the organization grows as s/he develops his/her ability to learn multiple skills.

B. Development begins with training the new employee and avoidance of the common training errors:

1. Feeding too much at one time. Heaping details on the trainee will only result in confusion and discouragement.
2. Telling without demonstrating. Being strange to the environment, the trainee will find accurate visualization of the task based on verbal instructions alone very difficult.
3. Lack of patience. Impatience on the part of the trainer produces tension in the learner and tension slows learning.
4. Lack of preparation. Confusion is the result when the trainer has forgotten to have materials available or fails to present the job in logical sequence.
5. Failure to build in feedback. Job training requires effective two-way communication.
6. Failure to reduce tension. Again, tension inhibits learning.

C. Facilitation of learning for employees includes:

1. Repetition. A variety of methods of presenting the job to an employee will make learning easier.
2. Arousing curiosity. Get the learner's attention through the use of questions and actual problem situations.

3. Careful use of competition. Striving for and attaining goals, such as number of items completed within specified time, stimulate employee morale.
4. Knowing the knacks. Identifying special knacks of the job will contribute to both quality and quantity of output.
5. Enthusiastic instruction. The positive attitudes of the supervisor will be contagious.
6. Satisfaction in accomplishment. As the employee's fears and anxieties are replaced with confidence, his/her interest in the job deepens and his/her effort increases.

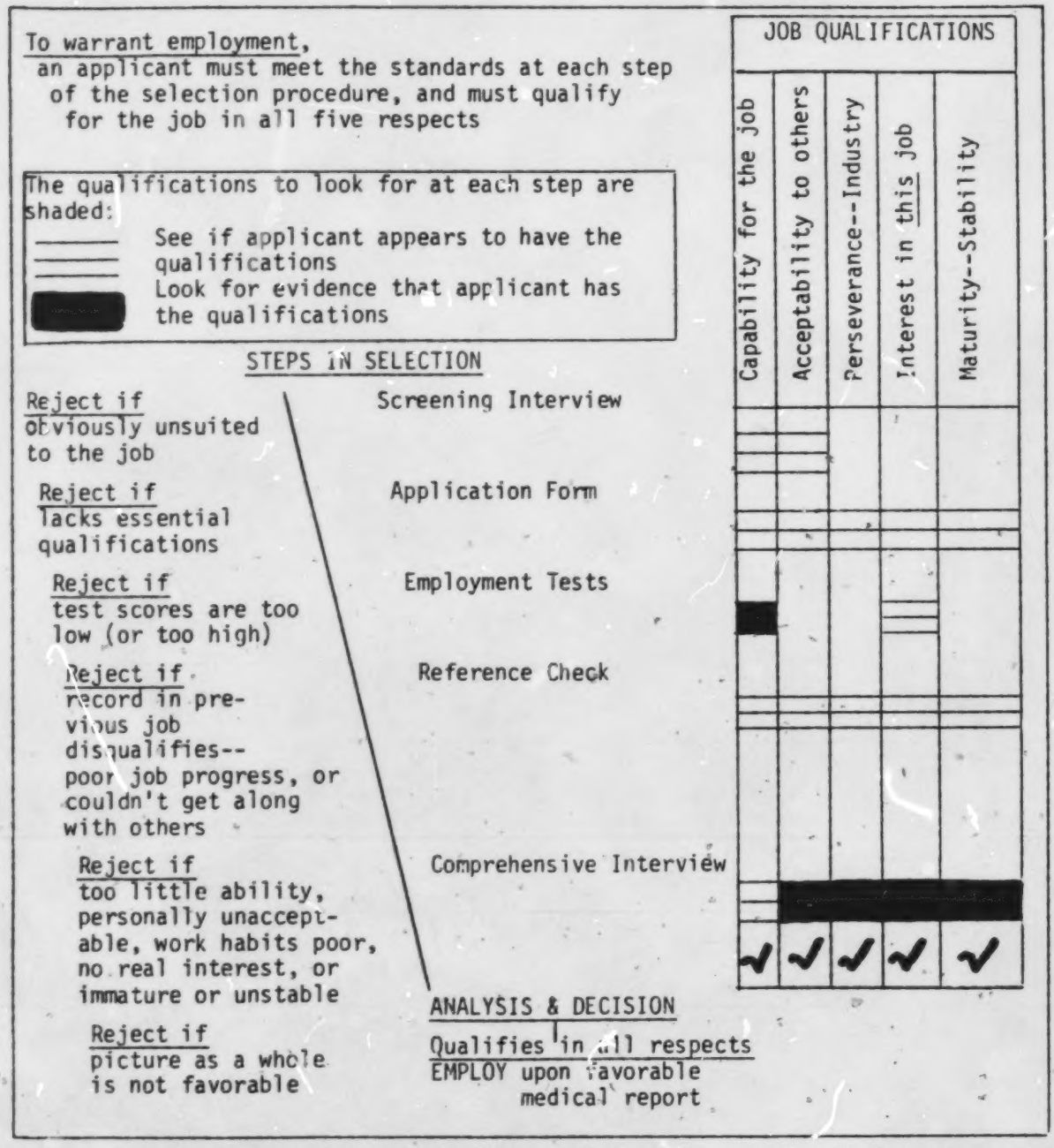
D. Some staff development methods include: (transparency)

1. Job rotation
2. Special projects
3. Committee assignments
4. Classes and special courses
5. In-service opportunities
6. Seminars and meetings
7. Lectures and conferences
8. Membership in professional organization
9. Planned reading programs

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

TRANSPARENCY MASTER #1

SUMMARY OF A SELECTION PROCEDURE


To warrant employment, an applicant must meet the standards at each step of the selection procedure, and must qualify for the job in all five respects
The qualifications to look for at each step are shaded:
See if applicant appears to have the qualifications
Look for evidence that applicant has the qualifications
STEPS IN SELECTION
JOB QUALIFICATIONS
Capability for the job
Acceptability to others
Perseverance--Industry
Interest in this job
Maturity--Stability
Reject if obviously unsuited to the job
Screening Interview
Reject if lacks essential qualifications
Application Form
Reject if test scores are too low (or too high)
Employment Tests
Reject if record in previous job disqualifies--poor job progress, or couldn't get along with others
Reference Check
Reject if too little ability, personally unacceptable, work habits poor, no real interest, or immature or unstable
Comprehensive Interview
Reject if picture as a whole is not favorable
ANALYSIS & DECISION
Qualifies in all respects
EMPLOY upon favorable medical report

Source: Adapted from Milton M. Mandell, The Employment Interview, Research Study no. 47 (New York: American Management Association).
in Michael J. Jucius, Personnel Management, 8th ed. Homewood: Richard D. Irwin, Inc., 1975, p. 124.

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UNIT IV

TRANSPARENCY MASTER #2

SOME COMMERCIALLY AVAILABLE STANDARDIZED TESTS COMMONLY USED IN PERSONNEL TESTING

Name of Test	Example of jobs for which used
INTELLIGENCE	
Wonderlic Personnel Test	Clerical, factory, maintenance,
Adaptability Test	and sales jobs
Wesman Personnel Classification Test	
Concept Mastery Test	Managerial or executive job candida
General Aptitude Test Battery	United States Employment Service
Nonreading Aptitude Test Battery	programs
Employee Aptitude Survey	All types of jobs from executive to
Flanagan Industrial Kit	unskilled
	Wide variety of jobs--battery inclu
	18 short tests covering 18 differen
	job elements
DEXTERITY	
Stromberg Dexterity Test	Foundry moulders, punch press
	operators, assemblers
Purdue Pegboard	Radio tube mounters, production job
O'Connor Finger and Tweezer	Instrument assembly
Dexterity Tests	
CLERICAL APTITUDE	
Minnesota Clerical Test	Office jobs
SRA Typing Skills	Typists
The Short Employment Tests	Office jobs
MECHANICAL APTITUDE	
Test of Mechanical Comprehension	Variety of engineering and mechnica
Revised Minnesota Paper Form Board	jobs
Test	Mechanical shop work, drafting, des
PERSONALITY	
Gordon Personal Profile and Inventory	Office workers, computer programmer
Edward Personal Preference Schedule	others
Guilford-Zimmerman Temperament Survey	Insurance salespersons, office work
Thematic Apperception Test	Executives
California Personality Inventory	Managers and supervisors
CREATIVITY AND JUDGMENT	
AC Test of Creative Ability	Engineers
Owens Creativity Test for Machine Design	Engineers
Watson-Glaser Critical Thinking Appraisal	Executives
SUPERVISORY AND MANAGERIAL ABILITIES	
How Supervise?	Managerial and
Supervisory Practices Test	supervisory jobs
Management Aptitude Inventory	
Leadership Opinion Questionnaire	

PUBLIC ADMINISTRATORS
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UNIT IV

TRANSPARENCY MASTER #2 (continued)

SOME COMMERCIALLY AVAILABLE STANDARDIZED TESTS COMMONLY USED IN PERSONNEL TESTING

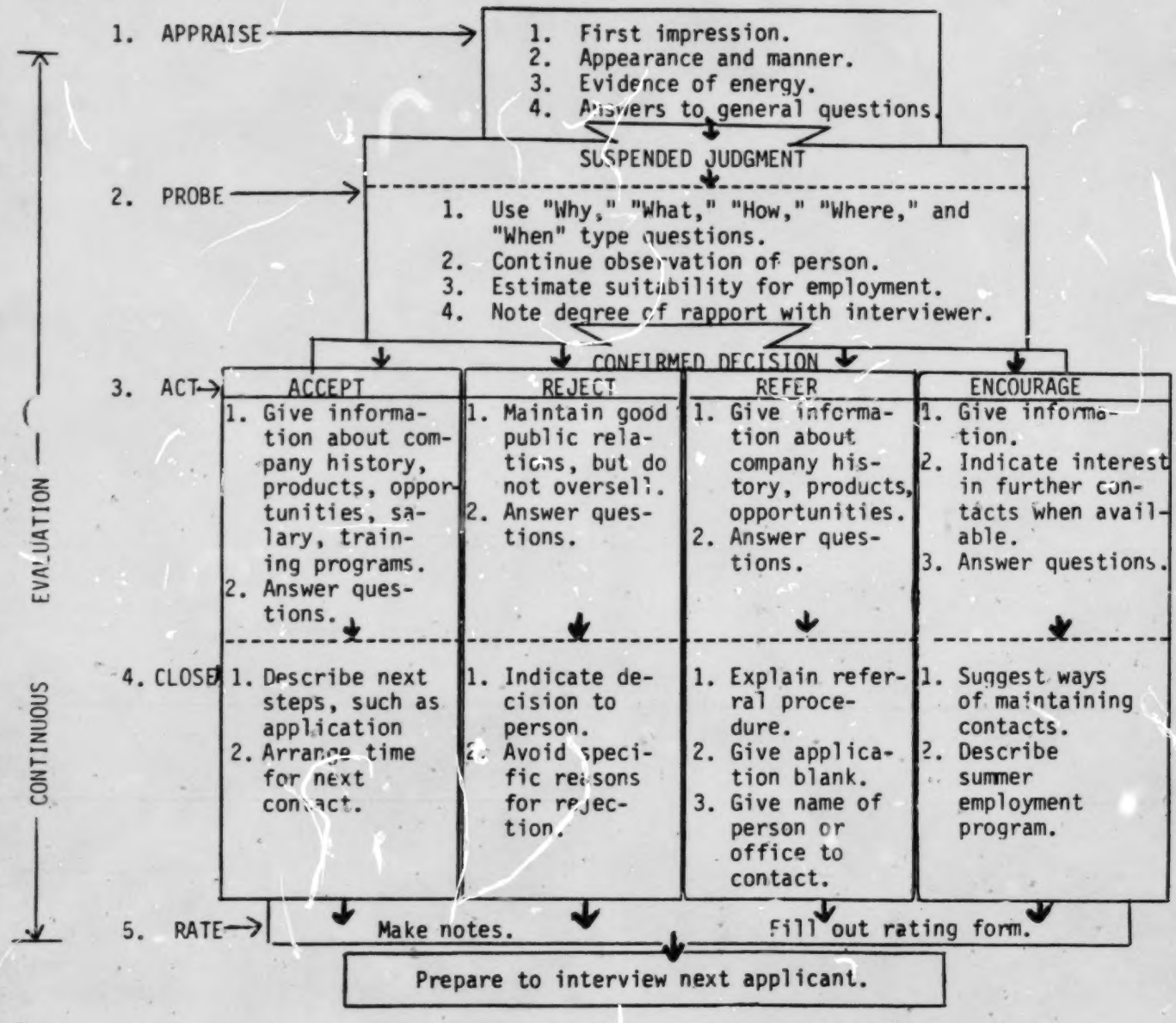
Name of Test	Example of jobs for which used
INTEREST	
Strong Vocational Interest Blank	Administrative and sales jobs
Minnesota Vocational Interest Inventory	Various skilled jobs

Source: Herbert J. Chruden and Arthur W. Sherman, Jr. Personnel Management. 5th ed. Cincinnati: South-Western Publishing Co., 1976, p. 150.

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

TRANSPARENCY MASTER #3

INTERVIEWING PROCEDURE


1. APPRAISE
1. First impression.
2. Appearance and manner.
3. Evidence of energy.
4. Answers to general questions.
SUSPENDED JUDGMENT
2. PROBE
1. Use "Why," "What," "How," "Where," and "When" type questions.
2. Continue observation of person.
3. Estimate suitability for employment.
4. Note degree of rapport with interviewer.
CONFIRMED DECISION
3. ACT
ACCEPT
1. Give information about company history, products, opportunities, salary, training programs.
2. Answer questions.
REJECT
1. Maintain good public relations, but do not oversell.
2. Answer questions.
REFER
1. Give information about company history, products, opportunities.
2. Answer questions.
ENCOURAGE
1. Give information.
2. Indicate interest in further contacts when available.
3. Answer questions.
4. CLOSE
1. Describe next steps, such as application
2. Arrange time for next contact.
1. Indicate decision to person.
2. Avoid specific reasons for rejection.
1. Explain referral procedure.
2. Give application blank.
3. Give name of person or office to contact.
1. Suggest ways of maintaining contacts.
2. Describe summer employment program.
5. RATE
Make notes.
Fill out rating form.
Prepare to interview next applicant.
EVALUATION
CONTINUOUS

Source: Michael J. Jucius, Personnel Management. 8th ed. Homewood: Richard D. Irwin, Inc., 1975, p. 154.

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YOUR PERSONNEL ASSETS
UNIT IV

TRANSPARENCY MASTER #4

JOB DESCRIPTION FORM

Position Title: Middle Management Under Supervision of: _____

Definition of Job Purpose:

To be a link between management and production, responsible for seeing that company policies are executed to the company's benefit.

Definition of Job Duties:

1. Informing management on price and trend forecasts.
2. Informing management on profit and loss in each department.
3. Knowing specific duties of each department under his supervision.
4. Supervising job training.
5. Giving authority on job assignments.

Additional Responsibility Requirements:

1. Representing company at conventions, service clubs, etc.
2. Maintaining good employer-employee relations.

Extent and Limits of Decision-Making Authority Granted:

1. These are specified by top management and Board of Directors.
2. Primarily sees that top management's decisions are carried out, but also initiates some action in so doing (extent depends on size of company).
3. Direct supervision depends on size of company.

Working Conditions:

As many hours as are needed to fulfill job duties without neglecting family and community activities.

Source: Michael J. Jucius, Personnel Management, 8th ed. Homewood: Richard D. Irwin, Inc., 1975, p. 92.

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TRANSPARENCY MASTER #5

WHAT ARE THE STEPS?

Here is Mr. Common Sense to show you the six basic steps in performance evaluation:

6 Take appropriate action.

5 Discuss the evaluation with the employee.

4 Evaluate his performance against the requirements.

3 Observe what he is doing.

2 Discuss the performance requirements with the employee and adjust them as needed.

1 Prepare performance requirements. In other words how well you expect the employee to do his duties

Source: Common Sense About Evaluating and Recognizing Performance, VA Pamphlet 05-29, Revised (Washington, D.C.: U.S. Government Printing Office, 1966), p. 7.

in Herbert J. Chruden and Arthur W. Sherman, Jr. Personnel Management. 5th ed. Cincinnati: South-Western Publishing Co., 1976, p. 222.

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YOUR PERSONNEL ASSETS
UNIT IV

TRANSPARENCY MASTER #6

PERFORMANCE STANDARDS--STENOGRAPHER-TYPIST AND FILE CLERK

	Hours	Minutes	%
1. Total Hours Paid for: (Daily)	8	480	100
Total Hours Allowance: (Daily)	1	60	12.5
Total Net Productive Hours: (Daily)	7	420	87.5

LINES

2. 30 Lines per Letter: Dictated and Transcribed
30 Lines per Letter: Straight Copy

LETTERS

3. Production (net production time) - in Seven (7) Hours, or 420 Minutes:
Dictated and Transcribed Letters (30 lines each) = 10-1/2 letters, or
Straight Copy Work (30 lines each) = 21 letters

TIME STUDY ANALYSIS

4. Fifteen (15) Minutes Average Dictation Time for 30-Line Letter
Twenty-Five (25) Minutes Average Transcription Time for 30-Line Letter
Twenty (20) Minutes Average Copy Time for 30-Line Letter

AVERAGE DAILY TIME

5. Net Production Time: Seven (7) Hours, or 420 Minutes:
Minutes per Dictated Letter (40) = 10-1/2 - 30-Line Letters in Seven (7) Hours
Minutes per Copied Letter (20) = 21 - 30-Line Letters in Seven (7) Hours

FILING

6. (a) Fifty (50) Units of Mail per Hour using a numerical file system is the average and includes General File upkeep.
(b) One hundred fifty (150) Units of Mail per Hour, filing alphabetically, is the average and includes General File upkeep.

Production standards are based on surveys of stenographic work and represent actual production of stenographers having average ability.

Source: Michael J. Jucius, Personnel Management, 8th ed. Homewood: Richard D. Irwin, Inc., 1975, p. 94.

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UNIT IV

TRANSPARENCY MASTER #7

Problem	Employee	Factors that are hidden causes of problem

An employee problem usually reflects and results from hidden causes related intimately to the employee.

Source: Terry, George R. Supervision. Homewood: Richard D. Irwin, 1978, p. 317.

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UNIT IV

TRANSPARENCY MASTER #8

STAFF DEVELOPMENT

4. Manpower plans----------OPPORTUNITIES AHEAD
3. Appraisal----------HOW WELL I AM DOING
2. Job Description----------RESULTS EXPECTED OF ME
1. Organization chart---------MY PLACE ON THE TEAM

Source: Chruden, Herbert J. and Arthur W. Sherman, Jr. Personnel Management. 5th ed. Cincinnati: South-Western Publishing Co., 1976

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UNIT IV

ASSIGNMENT SHEET #1

JOB DESCRIPTION AND PERFORMANCE APPRAISAL

In the space below, write a job description for the job you now hold or for one you have held in the past or hope to hold in the future. Include all parts of the job description, as explained on the information sheet.

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UNIT IV

ASSIGNMENT SHEET #2

TERMINATION

Read the following case study:

Supervisor Joe has made up his mind that he wants to give Miss Q. the required two-week termination notice. He bases his case on the following: (1) Her productivity dropped about six weeks ago and has never come back up to previous levels. (2) She has been absent twice during this six-week period and late several times. (3) She has, despite suggestions from Supervisor Joe, consistently overextended her coffee breaks. (4) Mrs. R. has threatened to quit if Miss Q. is not transferred out of the department. (5) At 3:30 yesterday afternoon Miss Q. walked off the job crying.

Ms. Personnel claims that Supervisor Joe does not have sufficient cause for termination. (1) He has not formally "written up" Miss Q. twice previously about violations, following company policy. (2) Supervisor Joe has not had a heart-to-heart talk with Miss Q. for two weeks. (3) Although walking off the job is technically cause for dismissal, Ms. Personnel feels the cause has not been fully investigated. (4) She fears that Miss Q. might appeal her case to the Civil Rights Commission. (5) I the case is not pinned down, Miss Q. could draw unemployment insurance by contesting the termination procedure (this would cost the company money because it would deplete the reserve fund at the state headquarters).

What should Joe do?

Source: Chapman, Elwood N. Supervisor's Survival Kit. 2nd ed. Chicago: Science Research Assoc., 1975.

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ASSIGNMENT SHEET #3

Read the following case study and answer the questions at the end.

The Case of the Delayed Reply. A case study in human relations involving grievances, with questions for you to think about.

When Lew first brought his complaint to the attention of his shop supervisor, Bob Baker, he felt fairly satisfied. "Bob listened to what I had to say about why I should have gotten the overtime rather than the man from the second shift," Lew told his benchmate. "I can't see how Bob can handle it any other way than to give me what's coming to me." This conversation took place the day after Lew had spoken to his supervisor.

Three days later when Lew saw that his paycheck didn't reflect any additional money, he spoke to Bob again. "What happened to that overtime pay I spoke to you about? I figured that so long as I didn't hear from you that the company had approved my request. How long do I have to wait for my money?"

"Well, now," said Bob, "I didn't promise you that you'd get the money. All I said was that I'd look into it. But I've been so busy lately that it clean slipped my mind. Tell you what. I'll go up to payroll this afternoon for sure and find out what can be done."

That afternoon Bob checked the matter with the personnel manager and with his boss. They both listened to the facts. Then they showed Bob that a similar case had been settled at a third-step grievance with the union--with no overtime pay for the employee concerned.

Bob didn't look forward to telling Lew that he wouldn't get the overtime, so for a couple of days he avoided going into Lew's part of the shop. The following payday, however, Lew went up to Bob's desk: "I still didn't get the overtime pay. Are you going to do something about it or aren't you?"

Bob then told Lew that he wasn't entitled to the overtime pay. Lew replied, "We'll see about that. I spoke to my shop steward and he's told me to file a written grievance. He said that's the only way to get any action around here. And I can already see that he's right!"

1. Do you think the written grievance could have been avoided? How?
2. If Lew really had no case, will it make any difference in the long run whether he files a grievance or not? Why?
3. If you were Lew, what would you think of Bob as a supervisor?

Source: Bittel, Lester R. What Every Supervisor Should Know. 3rd ed. New York: McGraw-Hill, 1974.

PUBLIC ADMINISTRATORS
YOUR PERSONNEL ASSETS
UNIT IV

REVIEW SHEET

Check what you have learned about personnel techniques and management, and staff development, by completing the following review sheet. Then check your answers with the information sheet materials. If you get all fourteen right, you're doing a terrific job! If you get twelve right, you're doing well; ten right is fair; and if you got eight or less right, you need some review on the principles.

1. Match the following terms and their definitions:

_____ A. Arbitration	1. A complaint, expressed in writing, or orally, on a company-related matter.
_____ B. Collective bargaining	2. A management control designed to provide a report of how well individuals are performing to standards.
_____ C. Discharge	3. A permanent separation from the payroll, usually because of some inadequacy or offense by the individual.
_____ D. Grievance	4. A word picture, in writing, of the organizational relationships, responsibilities, and specific duties that constitute a given position.
_____ E. Job description	5. An agreement by both parties in a dispute to submit the issue to an impartial umpire whose decision both parties agree to accept.
_____ F. Performance appraisal	6. Separation from the payroll or cessation of employment for whatever reason.
_____ G. Termination	7. The process whereby authorized representatives of the employer meet with authorized representatives of the employees to establish wages, hours, and working conditions.

2. List the three questions on which effective hiring practices are based.

a.

b.

c.

3. Describe the four hiring tools which may be used.

a.

b.

c.

d.

4. Discuss job descriptions, specifically naming five things a job description should contain, five guidelines for writing a job description, and five uses of job description information.

job description contains:

a.

b.

c.

d.

e.

guidelines for writing job description:

a.

b.

c.

d.

e.

uses of job description information:

a.

b.

c.

d.

e.

5. List five purposes of performance appraisal and seven steps to be taken in conducting performance appraisals.

purposes:

a.

b.

c.

d.

e.

steps:

a.

b.

c.

d.

e.

f.

g.

6. Discuss five bases for termination of employment and three agencies which have curtailed the right to discharge employees.

bases:

a.

b.

c.

d.

e.

curtailed:

a.

b.

c.

7. List five guidelines for human relations skills, seven indications that an employee is having a problem, and the five R's of counseling employees who have problems.

guidelines:

a.

b.

c.

d.

e.

indications of a problem:

a.

b.

c.

d.

e.

f.

g.

five R's

a.

b.

c.

d.

e.

8. Discuss three ways in which administrators can prepare for unionization and seven subjects usually covered in union contracts.

prepare for unionization:

a.

b.

c.

subjects in union contracts:

a.

b.

c.

d.

e.

f.

g.

9. Discuss techniques for dealing with employee grievances, including three causes of grievances, three stages in the development of a grievance, and seven tips for handling agreements.

causes of grievances:

a.

b.

c.

stages:

a.

b.

c.

tips for handling:

a.

b.

c.

d.

e.

f.

g.

h.

10. Discuss the development of staff potential, specifically five benefits that accrue to the company, five errors to be avoided in training employees, five means of facilitating learning, and seven methods of developing staff potential.

benefits:

a.

b.

c.

d.

e.

errors in training:

a.

b.

c.

d.

e.

facilitating learning:

a.

b.

c.

d.

e.

developing potential:

a.

b.

c.

d.

e.

f.

g.

PUBLIC ADMINISTRATORS THROUGH THE MILL UNIT V

UNIT OBJECTIVES

This unit will give the public administrator an opportunity to increase management skills in regard to economics, budgeting, grantsmanship, physical facilities, computer technology, and leisure management. In studying these topics, specific techniques for each will be presented as well as opportunities to participate in actual practice activities.

SPECIFIC OBJECTIVES

Upon completion of this unit, the participant should be able to:

1. Match the following terms and their definitions: accounting, balance sheet, budget, computer, current assets, current liabilities, economic good, economics, funds flow statement, Gross National Product, hardware, income statement, software.

2. Discuss six basic economic principles of which administrators should be aware.

3. List five advantages of using budgets, five steps in the budgetary process, five accounting records which should be maintained, and four standards against which accounting figures can be compared.

4. Discuss two sources of additional funds and seven questions to be considered in submitting a funding proposal.

5. Discuss physical planning.

6. List the five categories of computer systems and ten questions to be considered in a feasibility study.

7. List three steps in leisure management and some special considerations to be taken in regard to juvenile participants.

PUBLIC ADMINISTRATORS
THROUGH THE MILL
UNIT V

SUGGESTED ACTIVITIES

I. Instructor:

A. Provide participants with objective sheet.
B. Provide participants with information and assignment sheets.
C. Discuss objectives.
D. Discuss information and assignment sheets.
E. Discuss review sheets.

II. Participants:

A. Read objectives.
B. Study information sheets.
C. Complete assignment sheets.
D. Check that objectives can be achieved.
E. Complete and check review sheets.

INSTRUCTIONAL MATERIALS

I. Included in this unit:

A. Objectives
B. Information sheets
C. Transparency masters

1. Economic systems
2. Business sizes
3. U.S. output growth
4. A budget
5. Encumbrance control record
6. Balance sheet
7. Funds flow statement
8. Income statement

D. Assignment sheets:

1. Budgeting case studies
2. Grantsmanship project

E. Review sheets

II. References:

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do Next. New York: Plenum Press, 1975. (C)

REFERENCE CODE:

A--economics
B--budgeting
C--grantsmanship
D--physical facilities
E--computers
F--leisure management

PUBLIC ADMINISTRATORS
THROUGH THE MILL
UNIT V

INFORMATION SHEET

I. Terms and definitions:

A. Accounting--A system for collecting, summarizing, analyzing, and reporting, in monetary terms, information about an organization.
B. Balance sheet--A statement showing how a business is doing as of a particular date; it gives a history of what is owned by the business (assets) and what portion of those assets are owned by the business (liabilities) and the owner's claim to the assets of the business (owner's equity or capital).
C. Budget--A plan expressed in quantitive (normally financial) terms.
D. Computer--A group of machines whose capabilities include the ability to read in information automatically, to process this according to a program of instructions which it holds in a memory, and to communicate the results of its work automatically to the outside world; the system must always include a central processor with a small but fast internal memory and a control console for use by its operator, with extra units selected by the user as required.
E. Current assets--Those assets normally converted into cash within a year or a single operating cycle.
F. Current liabilities--Those debts that are payable within a year.
G. Economic good--Something which is both useful and scarce.
H. Economics--The production, distribution, and use of goods.
I. Funds flow statement--A report describing sources from which funds were derived and the uses to which these funds were put.
J. Gross National Product (GNP)--Output of all production units in the economy; the best indicator of the productive power of an economy and the living standard of its population.
K. Hardware--The computer machinery itself.
L. Income statement--A report matching the amount of money earned from the sale of goods or from services performed, against the expense incurred in earning that revenue for a specific period of time; if revenues are greater than expenses, a profit is made; if expenses are greater than revenues, a loss is incurred.
M. Software--Consumable supplies for programming and other human effort which makes the machinery operate as required.

II. Every administrator should be aware of some basic economic principles:

A. There is always scarcity--Fewer goods and services are available than people would like to use if they could have them free.
B. The fact of scarcity makes choices necessary:

1. What goods and services will be produced?
2. How will they be produced--i.e., who will produce them and what resources will be used?
3. Who will use these goods and services?

C. Choices can be made in several ways: (transparency)

1. By the market economy--the free enterprise system using:

   a. Consumers--who look for the best value in return for what they spend.
   b. Producers--who seek the best income for what they offer.
   c. Governments--which seek to promote the safety and welfare of the public, and promote and regulate economic growth.

2. By a planned economy--a socialistic or communistic system.

D. The principles of supply and demand affect prices in a market economy:

1. Usually consumers will buy less if prices rise and more if prices fall. However, there are some qualifications:

   a. Buyers' preferences must remain unchanged. If a new product is introduced with features buyers prefer, demand may shift regardless of price; e.g. a new park with tennis courts may drastically reduce usage of another park, even if the new one has an admission charge that the old one does not.
   b. Buyers' incomes must remain the same. If incomes rise as prices rise, demand will not be affected.
   c. Prices of related products must remain unchanged. Otherwise substitutions may be made.

2. Market conditions, such as inflation and competition, also affect prices.

E. The market economy is basically stable, but constantly changing as a result of:

1. General waves of prosperity and depression.
2. The invention of new products and new methods of production. Some existing products suffer a loss in sales and some disappear entirely.
3. Spontaneous shifts in consumer preference. Even without the appearance of new products, taste and fashion may shift away from certain goods and services and toward others.
4. Spontaneous shifts in worker preference. An increased preference for leisure, or increased preference for white-collar jobs compared with blue-collar jobs, for example, will clearly have significant repercussions.
5. War, unusually good or bad harvests, shifts in economic conditions in other countries, long strikes in key industries, etc.

F. Some unique characteristics of American business:

1. Giant industries--98% of American business enterprises do not meet the Congressional definition of "big" (over $1 million in annual sales for a retailer, over $5 million for wholesaler, and more than 250 employees for a manufacturer) but the 2% do an overwhelming volume of business and the trend toward growth has been steadily increasing--to the detriment of competition. (transparency)
2. Separation of ownership and control--incorporation and hired

management is becoming a most popular form of business ownership.

3. Specialization--activities, personnel, and equipment all become more specialized as the business grows.
4. Diversification--many corporations expand into industries far removed from their major product lines.
5. Interdependence--the effect of specialization and diversification is to have many different organizations involved in supplying the individual parts that are needed to complete a finished product.
6. Creativity and research--one of the results of competition is that it forces continuous research among the competitors to keep and improve their share of the market.
7. Powerful labor unions--the National Recovery Act of 1933 and the Wagner Act of 1935 have led to an enormous growth in the importance and power of the labor unions in the United States, with union members now numbering over 20 million.
8. High Gross National Product--the GNP is now over a trillion dollars annually and growth is expected to continue, especially in the transportation industry and other services, in durable goods production and in structures. (transparency)
9. High standard of living--generally speaking, the most efficient economic system produces the highest standard of living and Americans have done very well in this area.

G. All of these economic trends affect the administrator's sources and uses of funds, in planning and managing the operation.

III. Administrators generally have fiscal responsibilities and must understand budgeting procedures and financial statements.

A. Advantages of using budgets:

1. Budgeting is a means of coordinating activities.
2. A budget is more than speculation; it is a workable pattern to be followed.
3. A budget places an obligation upon an organization to maintain adequate financial records that can be tied in with the budget.
4. Efficient or inefficient use of resources is revealed by budgets intended for that purpose.
5. A budget gives management a means for self-evaluation and can be used to measure progress.

B. The budgetary process is continuous and includes the following steps:

1. Set guidelines. The budget is intended to implement major policy decisions. The long-range plan governs the preparation of the budget.
2. Prepare an initial budget. Each department should add detailed calculations, informational data, and estimates of expenses. (transparency)

a. Funds may include:

1. Expendable funds

a. General fund--this usually contains most of the available funds. It represents the unrestricted fund of the organization as far as budgeting and expenditure are concerned. It can be spent for any legal purpose for which the organization may wish to use it and may be drawn on for the replenishment of other funds.
b. Special funds--these are restricted as to use, since they are established for specific purposes. They cannot be transferred to other funds. Some originate by means of the government levying a special millage tax to pay for a particular function. This forms a kind of special appropriation and is usually not considered in the budget, thereby confusing budget planning. Special levies as a whole are undesirable. Much more preferable is a general levy adequate to cover all the needs of a government with the exception of sinking funds, the proceeds of which, however, should go into the general fund.
c. Sinking funds--these are a form of special expendable funds set aside for the redemption of bonds or other similar obligations. They are nontransferable.

2. Working capital funds--the purpose of these is for conducting the many organizational and institutional activities. They are usually replenished by means of transfers from other funds.
3. Endowment funds--the principle of these funds cannot be expended, but the income accruing their investment may be spent for the purposes specified in the conditions of endowment.
4. Suspense funds--these are not funds in the true sense of the word. They consist of sums of money made available for special purposes, their distribution and use pending transferal to other funds.

b. Expenditures may be broken into categories such as:

1. Operating expense, i.e., salaries, travel, supplies, repairs, etc.
2. Capital costs.
3. Fixed charges, e.g., interest on bonds, etc.
4. Contingency funds.

3. Review and authorization.
4. Execution of the budget--translation of the fiscal program into an operation program.
5. Post-audit evaluation and review to determine whether expenditures have been made and operations conducted in accordance with intent.

C. Accounting records to be maintained and financial statements to be interpreted may include:

1. General ledger.
2. Complete and detailed records of receipts and expenditures.
3. Encumbrance control records designed to insure adequate funds for future payment of obligations made in the present (transparency).

4. Balance sheet--working capital (total current assets minus total current liabilities) is of primary interest in this report since it relates to liquidity and solvency (transparency).
5. Funds flow and cash flow statements--reflect changes occurring in asset, liability, and equity items between two balance sheet dates (transparency).
6. Income and expense statement--trend percentages for various periods can call attention to large proportionate changes (transparency).
7. Tests of program financial efficiency, calculated as cost of manpower and materials divided by number of persons served equals the cost per person; financial ratios such as the current ratio which evaluates the organization's liquidity or ability to meet its current obligations, calculated as current assets divided by current liabilities.

D. Comparisons of actual figures may be made against standards such as:

1. Experience--the manager or financial analyst builds up his/her own idea of "good" or "poor" performance, based on knowledge about similar situations.
2. Goals--actual performance can be compared with budgets, or expected performance standards, provided that budget figures have been carefully established in the first place and that economic conditions have not been unusual during the period.
3. Historical standards--a comparison of current performance with past improvement, providing circumstances and accounting practice have not changed materially.
4. External standards--comparison can be made with other similar organizations and their records.

IV. Alternate sources of funding are often sought by administrators.

A. Sources of additional funds may include:

1. Governmental funds, especially federal agencies which supply over $100 billion annually to human services; the Catalog of Federal Domestic Assistance lists programs funded and grant monies available.
2. Private sources, which are listed in the Annual Register of Grant Support and the Foundation Directory. Private sources include:

   a. Foundations and community trusts, which supply over $2.4 billion annually.
   b. Business and industrial organizations, which supply over $1 billion annually.

B. Grantsmanship involves presentation of the project to various funding sources in the most attractive manner. Questions to be considered in submitting a proposal include:

1. Identify the problem. Is it really important? How important? What evidence do you have?
2. What will be accomplished by the project? What are the objectives? Who will be served? How many? What area of geography will be covered? How many children? Older citizens? What ethnic groups?

3. Are any other groups or agencies dealing with the problem? If so, in what way is your project different? Why don't services available in the community meet the need?
4. Why should your organization undertake this project? Why is it uniquely suited to do the job? Who, outside of your organization, in the field can endorse your project?
5. Who will actually "do" the project? Describe the competence of the project director and the supporting staff.
6. How will the project be evaluated? Are the evaluation techniques consistent with the project goals? Are they suitable for evaluating the project?
7. How much money do you really need to do the job? Why? Is this a one-year, two-year, three-year project? Why? How much for each year?
8. How much of the cost do you want the grant to cover? If there is a match, how much will the agency match? How will the match funds be raised? e.g., 90 - 10, 80 - 20.
9. What happens when the project is completed? Will an on-going project continue in some form or other? In what form? Will the project have been "institutionalized" and self-supporting? What difference will the project make? Would this difference have been made if the project actually had not been undertaken?

V. Physical planning, dealing with acquisition, use, and disposal of buildings, land, and equipment, should be an integral part of both long-range and short range planning (discussed in Unit II).

VI. Computer technology is playing an increasingly large role in administration:

A. Computer systems are generally classified by size (cost) as follows:

1. Large-scale computer systems--usually incorporate smaller peripheral systems for use in data preparation for input and in the printing of data output to conserve very fast computing capabilities; rent for over $20,000 per month.
2. Medium-range computer systems--includes most of the more widely used systems; rent for $5,000 to $20,000 per month and still have quite fast computational speed.
3. Small-sized computer systems--often of a punched-card orientation; rent for $1,000 to $5,000 per month.
4. Desk-sized computer systems--include some of the more sophisticated accounting equipment; rent is usually in the $300 to $1,500 monthly range.
5. Minicomputers--may serve as a terminal device or data concentrators which process some types of data, but which can also serve to feed data to large-scale systems; usually not available for rental, purchase price is less than $25,000.

B. Before deciding to use a computer system, a feasibility study should be conducted, asking questions such as:

1. What are the overall objectives of the organization?
2. How can these objectives be achieved?
3. What is the volume of work?
4. How are these procedures carried out; what is their purpose?
5. Who carries them out? How is the agency organized; what is the

pattern of responsibility? How are people being used? Are highly-qualified people doing jobs unworthy of their calibre?

6. What is the relationship between one procedure and another? How does the work of each section or department impinge upon that of the others?
7. What data is collected and processed during these procedures?
8. What percentage of error occurs?
9. What is the time-scale for completing procedures?
10. What is the cost of each procedure?
11. What kind of management information is yielded by existing procedures? Is this as much as is needed? Is the format suitable?
12. How will the computer help solve problems? What new problems might it create?

VII. Leisure management involves the planning and administration of recreational programs:

A. Some steps in leisure management:

1. Analyze existing resources and cooperate with existing groups whenever possible.
2. Plan what is needed, considering facilities, personnel, materials, methods, and financing.
3. Establish programs and services:

   a. Organized programs, such as leagues, tournaments, clubs, and instructional services.
   b. Self-directed activities--where facilities can be available and little leadership is required.
   c. Special events--one-time-only contests, celebrations, etc.
   d. Special services--programs for special groups such as the elderly or the handicapped.

B. Some special considerations must be taken in leisure management with regard to juvenile participants and organizational liability. Administrators should check such rules carefully.

PUBLIC ADMINISTRATORS
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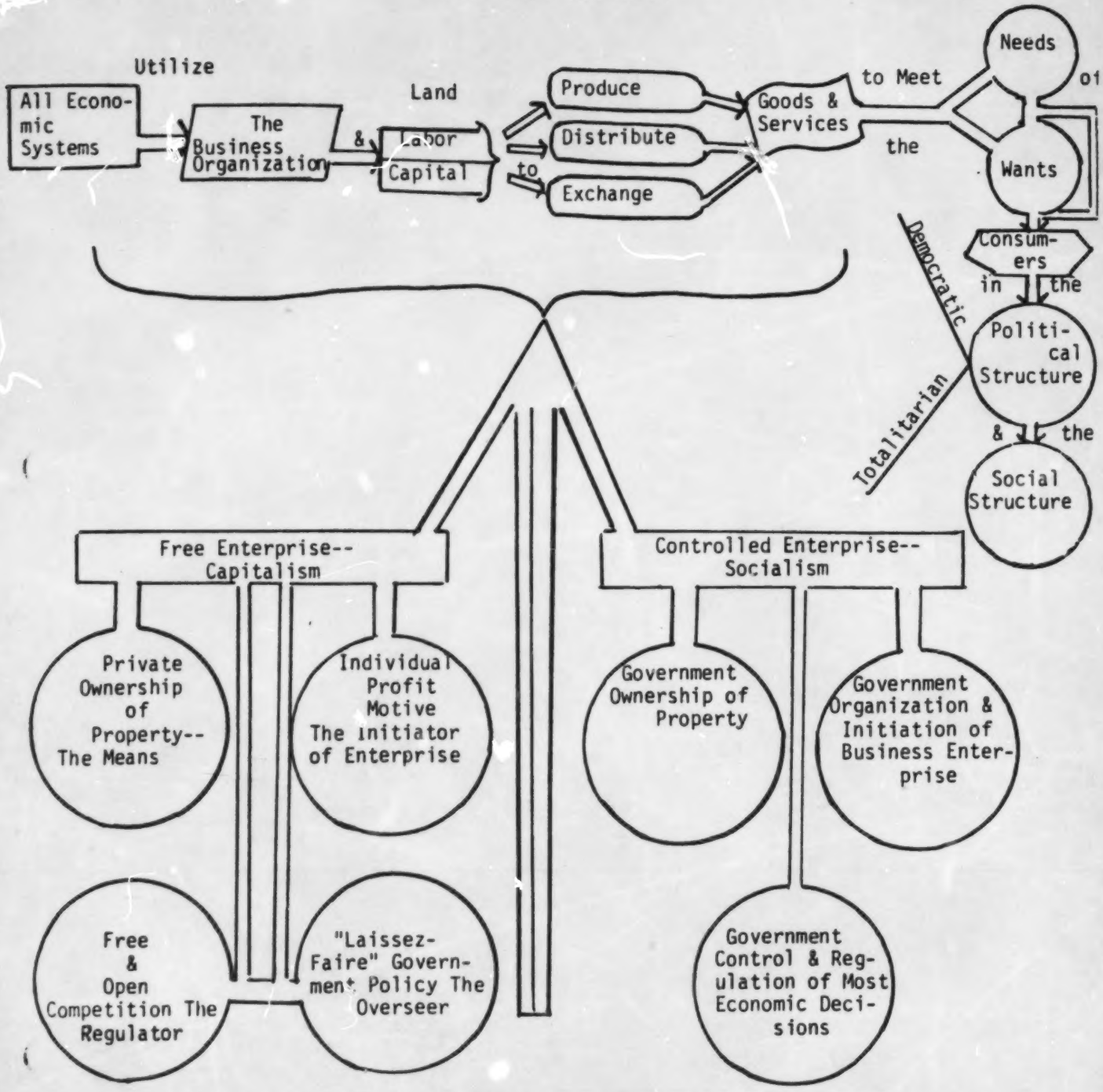
UNIT V

TRANSPARENCY MASTER #1



Source: Koontz, Harold and Robert M. Fulmer. A Practical Introduction to Business. Homewood: Richard D. Irwin, 1975.

PUBLIC ADMINISTRATORS
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TRANSPARENCY MASTER #2

PROPRIETORSHIPS, PARTNERSHIPS AND CORPORATIONS--NUMBER AND BUSINESS RECEIPTS BY SIZE OF RECEIPTS: 1969 (Number in thousands; receipts in millions of dollars).

Size Class of Receipts	Total		Number			Receipts		
	Number	Receipts	Proprietorships	Active partnerships	Active corporations	Proprietorships	Active partnerships	Active corporations
Total	12,010	1,879,326	9,430	921	1,659	234,335	84,161	1,560,830
Under $10,000 [1]	6,263	18,542	5,635	337	291	17,218	925	399
$10,000-$25,000	2,004	31,459	1,685	147	172	27,348	2,329	1,782
$25,000-$50,000	1,291	44,186	982	132	177	34,723	4,648	4,815
$50,000-$100,000	994	67,934	655	122	217	45,796	8,567	13,571
$100,000-$200,000	644	87,711	314	97	233	43,124	13,499	31,088
$200,000-$500,000	456	136,604	130	63	263	37,651	18,784	80,169
$500,000 or more	358	1,492,890	29	24	305	28,475	35,409	1,429,006
Percent distribution	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under $10,000[1]	52.1	1.0	59.8	36.6	17.5	7.3	1.1	(z)
$10,000-$25,000	16.7	1.7	17.9	16.0	10.4	11.7	2.8	0.1
$25,000-$50,000	10.7	2.4	10.4	14.3	10.7	14.8	5.5	0.3
$50,000-$100,000	8.3	3.6	6.9	13.2	13.1	19.5	10.2	0.9
$100,000-$200,000	5.4	4.7	3.3	10.5	14.0	18.4	15.0	2.0
$200,000-$500,000	3.8	7.3	1.4	6.8	15.9	16.1	22.3	5.1
$500,000 or more	3.0	79.4	0.3	2.6	18.4	12.2	42.1	91.6

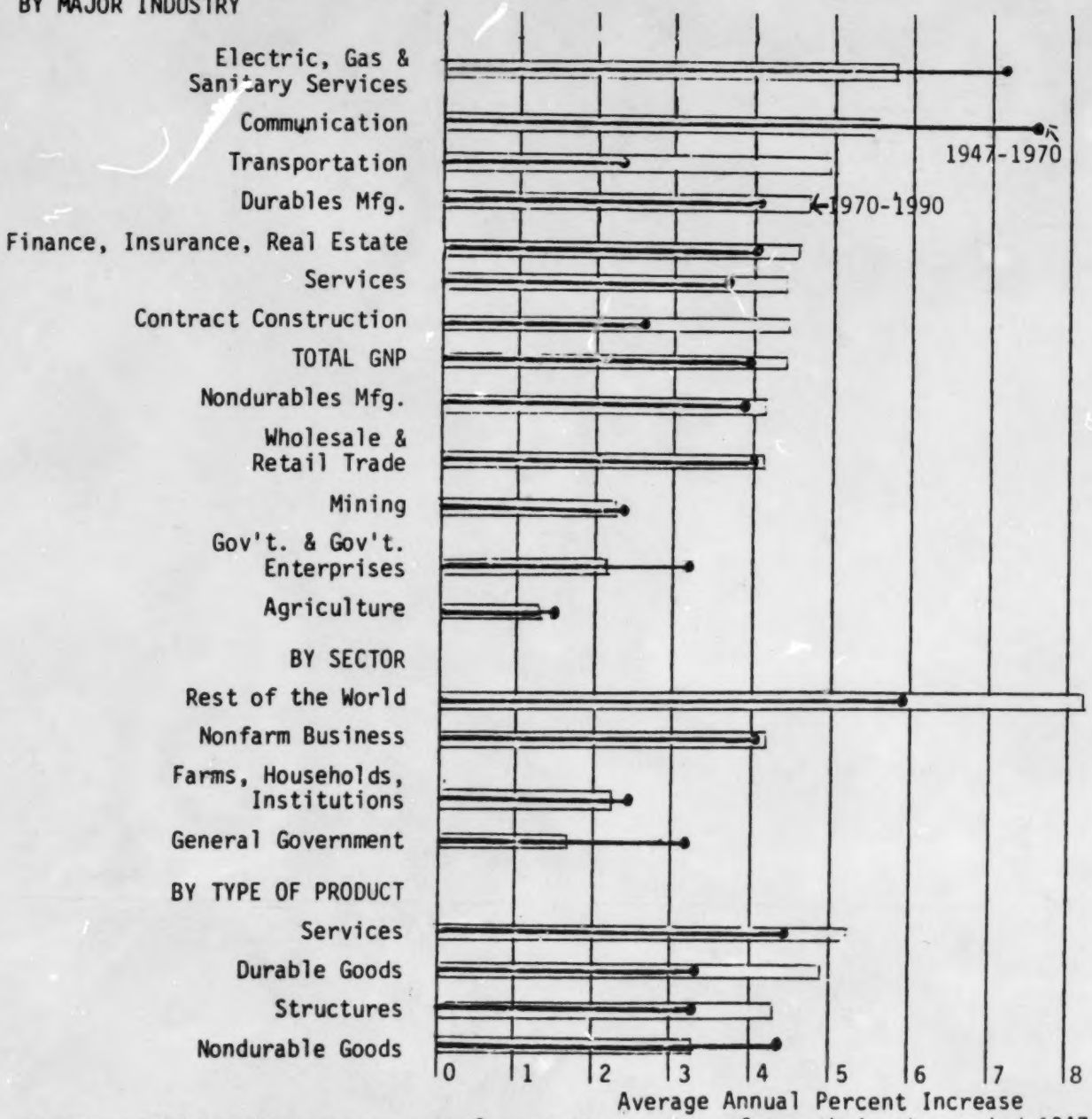
z Less than 0.05 percent. [1]Includes businesses with no receipts.

Source: Diamond, Jay and Gerald Pintel. Introduction to Contemporary Business. Englewood Cliffs: Prentice-Hall, 1975.

PUBLIC ADMINISTRATORS
THROUGH THE MILL
UNIT V

TRANSPARENCY MASTER #3

Past and Predicted Rates of Growth in U.S. Output



Horizontal lines show average annual percentage rates of growth in the period 1947-70. Bars show predicted rates of growth for 1970-90.

Source: Koontz, Harold and Robert M. Fulmer. A Practical Introduction to Business. Homewood: Richard D. Irwin, 1975.

PUBLIC ADMINISTRATORS
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UNIT V

TRANSPARENCY MASTER #4

Example of budget form for a city health department, presenting data based on unit of organization and purpose.

	Account code		GENERAL FUND--Health--General Items numbered are the appropriations. Items following in detail are explanatory of the appropriations-see city charter title VI, chap. 1, sec. 7.	Expended 1966-67	Budget allowance 1966-67		Adjusted allowance Dec. 31, 1966		Expended Jul. 1,'66-Dec. 31 ' 1966	Requested 1967-68	
	Function	Obj.			No.	Amount	No.	Amount		No.	Amount
1	3010		ADMINISTRATION:	66,439.72	19	73,835.00	19	74,287.00	32,707.25	19	74,182.00
2		111	Salaries	3,475.74		4,000.00		4,000.00	1,436.39		4,000.00
3		301	Duplicating and Office Supplies	10,000.00		9,000.00		9,000.00	4,200.00		10,000.00
4		302	Postage	67.25		300.00		300.00	52.50		250.00
5		303	Reimbursement, Purchase and Repairs of Badges	6,925.60		7,300.00		7,300.00	3,546.56		7,200.00
6		405	Telephone and Telegraph Services	23,500.00		23,500.00		23,500.00	11,750.00		25,000.00
7		414	Rental of Buildings and Space								
8				110,408.31		117,935.00		118,387.00	53,692.70		120,632.00
9											
10	3020		Health education	24,416.59	15	43,861.00	15	44,163.00	12,631.96	15	44,724.00
11		111	Salaries								
12		301	Purchases and Rental: Educational Films, Publications, and Displays	138.00		600.00		600.00	53.20		600.00
13											
14				24,554.59		44,461.00		44,763.00	12,685.16		45,324.00
15											
16	3030		Vital statistics:	33,896.72	15	38,013.00	15	38,887.00	18,174.59	15	39,032.00
17		111	Salaries	11,161.64		19,550.00		19,734.00	4,535.66		15,000.00
18		113	Salaries--Issuing Birth Certificates	1,759.00		1,770.00		1,770.00	627.83		1,770.00
19		301	Supplies								
20				46,817.36		59,333.00		60.391.00	23,338.08		55,802.00
21											
22	3041		Sanitary engineering:	94,617.99	31	106,420.00	31	106,940.00	48,568.74	31	107,210.00
23		111	Salaries								
24	3042		Sub-standard housing inspection:	39,509.33	18	53,605.00	18	53,927.00	19,563.22	18	54,397.00
25		111	Salaries	90.79		200.00		200.00	17.27		200.00
26		301	Supplies								
27				39,600.62		53,805.00		54,127.00	19.580.49		54,597.00
28											
29	3043		Food Inspection:	289,923.92	97	325,294.00	97	325,900.00	147,882.28	97	321,102.00
30		111	Salaries								

Source: Hanlon, John J. Public Health: Administration and Practice. 6th ed. St. Louis: C V Mosby Co., 1974.

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TRANSPARENCY MASTER #5

ENCUMBRANCE CONTROL RECORD

Date	Description	Transactions: increase-decrease			Totals to date		Balances		
		Allotment	Expenditures	Purchase orders--requisitions	Total allotment	Total expenditures	Unexpended balance	Accounts payable	Unencumbered balance
2/ 8/45	(1) Medical	$24							
2/ 8/45	(2) Hospital	50			$ 74				$74
2/18/45	(3) Hospital	10			84				84
2/22/45	(4) Hospital		$60		84	$ 60			24
2/23/45	(5) Medical		24		84	84			
5/ 8/45	(6) Medical	24							
5/ 8/45	(7) Hospital	50			158	84			74
5/26/45	(8) Medical to adjust	-24							
6/26/45	(9) Medical	36			170	84			86
6/ 3/45	(10) Medical		36		170	120			50
6/ 3/45	(11) Hospital to cancel	-50							

Source: Hanlon, John J. Public Health: Administration and Practice. 6th ed. St. Louis: C.V. Mosby Co., 1974.

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TRANSPARENCY MASTER #6

BALANCE SHEET

Current Assets:	
Cash	$ 4,958
Notes receivable	8,500
Accounts receivable	7,308
Prepayments	1,500
Total current assets	$22,266
Property and Equipment (Notes 1 & 2)	
Land	$12,000
Buildings	37,537
Furniture and equipment	39,321
Vehicles	14,878
	$103,736
Accumulated depreciation	(33,800)
Total property and equipment	$ 69,936
Total assets	$ 92,202
Current Liabilities:	
Notes payable	$ 55,000
Accounts payable	3,099
Accounts payable - affiliates	840
Accrued liabilities	5,000
Current portion of long-term debt	484
Total current liabilities	$ 64,423
Long-term debt (Note 2)	23,064
Total liabilities	$ 87,487
Fund balance June 30	4,715
Total liabilities and fund balance	$ 92,202

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TRANSPARENCY MASTER #7

FUNDS FLOW STATEMENT

Sources of Funds:	
Proceeds from sale of fixed assets	$10,000
Additional long-term debt	26,000
	$36,000
Uses of Funds:	
Equipment	$30,000
Increase in working capital	6,000
	$36,000

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TRANSPARENCY MASTER #8

INCOME STATEMENT

Contracts	$329,776
Contributions	48,661
Other funds	710
Total revenues	$379,147
Salaries	$257,897
Payroll taxes	13,069
Employee benefits	7,543
Other personal services	40
Telephone and postage	4,435
Data processing	--
Publishing and printing	331
Insurance and bonds	4,977
Dues, subscriptions and fees	903
Conference expense	41
Utilities	9,831
Rent	11,390
Repairs	4,487
Medical equipment, service and supplies	--
Professional services	--
Bad debt & other operating expenses	8,630
Food	23,471
Office, household, educational and automotive supplies	5,323
Other operating supplies	2,811
Reuse and resale supplies	--
Board and lodging	2,173
Mileage and travel expense	6,615
Depreciation	9,479
Interest	2,308
Total expenses	$375,754
Net revenue/(loss)	$ 3,393
Adjustments	(8,739)
Fund balance, July 1	10,061
Fund balance, June 30	$ 4,715

PUBLIC ADMINISTRATORS
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UNIT V

ASSIGNMENT SHEET #1

Below are two case studies. Read each and decide what budgeting implications each has.

1. In one city, the manager has found that his system of rapidly reassessing properties has had some negative effects. Many property owners have avoided putting additions on their houses and even have neglected new siding or roofs for fear of higher assessments. The manager does not want his system to contribute to the neglect of properties. What should he do?

2. One very small city is located on a busy state highway. Vehicles passing through the city have to slow down from 60 to 30 miles per hour. But because the road is good, most motorists fail to slow to less than 40 miles per hour. The city fathers found this to be a bonanza from the viewpoint of revenue. The property tax was eliminated, and the city council planned to meet some 80 percent of the operating costs of the city from traffic fines. Given the peculiarities of this small city, is this a sound approach to budgeting? Why?

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ASSIGNMENT SHEET #2

Everyone has a "secret dream" project. Write a grant proposal for your project, in one page or less, answering the important questions discussed in the information sheets.

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REVIEW SHEET

Check what you have learned about economics, budgeting, grantsmanship, physical facilities, computer technology, and leisure management, by completing the review sheets below. Then check your answers with the information sheet materials. If you got all seven items right, you're doing a terrific job! Six right is good; five right is fair; and if you got four or less right, you need some review on the principles.

1. Match the following terms and their definitions:

_____A.	Accounting	1.	A group of machines whose capabilities include the ability to read in information automatically, to process this according to a program of instructions which it holds in a memory, and to communicate the results of its work automatically to the outside world.
_____B.	Balance sheet	2.	A plan expressed in quantitive (normally financial) terms.
_____C.	Budget	3.	A report describing sources from which additional funds were derived and the uses to which these funds were put.
_____D.	Computer	4.	A report matching the amount of money earned from the sale of goods or from services performed, against the expense incurred in earning that revenue for a specific period of time.
_____E.	Current assets	5.	A statement showing how a business is doing as of a particular date.
_____F.	Current liabilities	6.	A system for collecting, summarizing, analyzing, and reporting, in monetary terms, information about an organization.
_____G.	Economic good	7.	Consumable supplies for programming and other human effort which makes the machinery operate as required.
_____H.	Economics	8.	Output of all production units in the economy.
_____I.	Funds flow statement	9.	Something which is both useful and scarce.
_____J.	Gross National Product	10.	The computer machinery itself.
_____K.	Hardware	11.	The production, distribution, and use of goods.
_____L.	Income statement	12.	Those assets normally converted into cash within a year or a single operating cycle.
_____M.	Software	13.	Those debts that are payable within a year.

2. Discuss six basic economic principles of which administrators should be aware.

   a.

   b.

   c.

   d.

   e.

   f.

3. List five advantages of using budgets, five steps in the budgetary process, five accounting records which should be maintained, and four standards against which accounting figures can be compared.

   advantages:

   a.

   b.

   c.

   d.

   e.

   steps in budgeting:

   a.

   b.

   c.

   d.

   e.

   accounting records:

   a.

   b.

   c.

d.

e.

standards:

a.

b.

c.

d.

4. Discuss two sources of additional funds and seven questions to be considered in a feasibility study.

sources:

a.

b.

questions:

a.

b.

c.

d.

e.

f.

g.

5. Discuss physical planning.

6. List the five categories of computer systems and ten questions to be considered in a feasibility study.

   categories:

   a.

   b.

   c.

   d.

   e.

   questions:

   a.

   b.

   c.

   d.

   e.

   f.

   g.

   h.

   i.

   j.

7. List three steps in leisure management and some special considerations to be taken in regard to juvenile participants.

   steps:

   a.

   b.

   c.

   considerations:

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